

SOUTH BAYSHORE

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SOUTH BAYSHORE PLAN

A Proposal For Citizen Review

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**SOUTH BAYSHORE PLAN:
A Proposal For Citizen Review**

February 1989

The San Francisco Department of City Planning

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South Bayshore plan : a
proposal for citizen
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SOUTH BAYSHORE PLAN
PROPOSAL FOR CITIZEN REVIEW

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EXECUTIVE SUMMARY

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INTRODUCTION

This executive summary provides a brief description of the South Bayshore Plan, Proposal for Citizen Review. The proposed plan seeks to update current master plan policies for the South Bayshore area. It sets forth goals, objectives, policies, and implementation actions for guiding the future development of the district. Over the next few months City staff will meet with citizens to discuss the proposed plan. Staff will make whatever modifications are appropriate in light of the citizen review, so that the plan can be republished as a proposal for adoption and then presented to the City Planning Commission for public hearings and formal action.

SOUTH BAYSHORE NEEDS BALANCED GROWTH

South Bayshore, commonly known as Bayview Hunters Point, is one of the most stable districts in San Francisco. It has established residential, commercial, and industrial areas that have long played an active role in the overall life of the City. In South Bayshore, more people own their homes, more people have been living in the same residence and neighborhood for a longer period of time, than in any other district of a similar size in San Francisco. At the same time, various parts of South Bayshore are not built up. Vacant and underutilized parcels are scattered throughout some residential and industrial areas. In other areas, particularly Third Street, the land use is built up, but there is a lack of economic vitality because of social problems related to poverty and unemployment. In these areas, there is a need to stimulate new development. The proposed plan seeks to balance the need to conserve existing development in some parts of South Bayshore with the need to stimulate new development, and address problem related to poverty and unemployment, in other areas. It seeks to achieve this balance through a comprehensive land use framework that benefits the district and the city as a whole.

PROPOSED LAND USE PLAN

A graphic statement of the basic land use plan proposed for South Bayshore is on the last page of this summary. Following are some of the key master plan policies of the plan:

Encourage new housing growth on vacant and underutilized parcels.

Improve Third Street by concentrating new retail growth on core commercial blocks and encouraging healthy complementary uses on adjacent blocks.

Conserve and enhance stable residential and industrial areas by maintaining low density residential zoning standards, discouraging inappropriate non-conforming uses, and improving building design standards.

A very faint, large watermark-like image of a classical building with four prominent columns and a triangular pediment occupies the background of the page.

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<https://archive.org/details/southbayshorepla1989sanf>

Coordinate physical and social improvement of low income public housing with overall revitalization of South Bayshore.

Link new housing growth to affordable housing programs that benefit Bayview Hunters Point residents.

Link new economic growth to programs to increase training, employment, and business opportunities for local residents.

Restrict the intrusion of truck traffic into neighborhood residential and commercial areas.

Improve parking conditions along Third Street.

Recognize and enhance the attractiveness of Bayview Hunters Point as an urban area.

Develop an urban design treatment to improve the quality of Third Street around the Opera House.

Establish comprehensive district wide energy conservation policies.

Support a comprehensive system for monitoring and prioritizing social needs and programs, as proposed by the Bayview Hunters Point Roundtable.

IMPLEMENTATION

There is no quick and easy approach to successfully implement the proposed land use plan. A variety of actions will be needed over a long period of time. The single most important resource for implementation is the existing network of community organizations and individuals in Bayview Hunters Point. Also, cooperation will be needed from public and private leadership at the citywide level. Specific implementation actions proposed in the plan include:

Tax increment financing

Public/private partnership to revitalize Third Street

Affordable housing programs

Use of non-profit development corporations

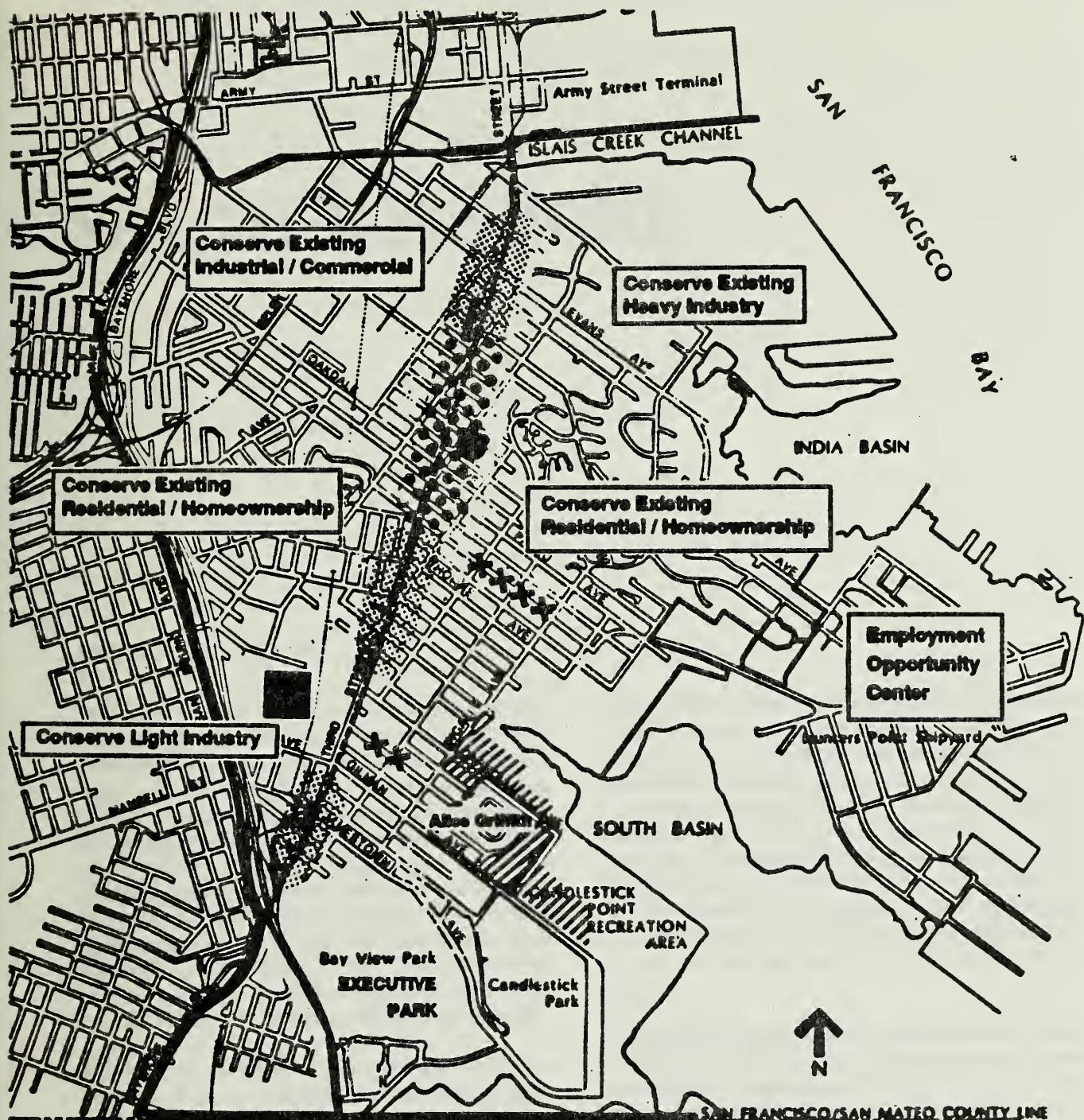
Centralized employment brokerage program to increase local job opportunities.

Business programs to assist local merchants and increase local business opportunities.

Use of Hunters Point naval shipyard for blue collar job opportunities.

Use of energy conservation as a tool for economic development.

Support for senior citizens as a catalyst for social change.



South Bayshore BASIC LAND USE PLAN PROPOSED NEW USES

Moderately Low Density Housing

Complementary Growth Centers

Neighborhood Commercial Core

Cultural Activity Center

Major Development Opportunity Site

Proposed Revitalization Areas

Non-Conforming Commercial Uses Phase Out / Rezone

SOUTH BAYSHORE

INTRODUCTION

This report presents for citizen review a proposal plan for guiding future conservation and development of the South Bayshore district of San Francisco. The plan sets forth for discussion purposes recommended objectives, policies, and implementation actions according to the following elements: Land Use, Transportation, Housing, Commerce, Industry, Urban Design, Recreation and Open Space, Community Facilities and Services, Public Health and Safety, and Energy Conservation. Existing development policies for South Bayshore are contained in the South Bayshore Area Plan of the Master Plan of San Francisco, originally approved by the City Planning Commission on February 19, 1970.

This Proposal for Citizen Review was prepared by the Department of City Planning working in cooperation with the Redevelopment Agency and the Mayor's Office of Business and Economic Development.

Over the next few months staff will hold meetings with citizens to discuss the proposed plan. A major community wide meeting for South Bayshore and Bayview Hunters Point residents will be held under the auspices of the New Bayview Committee. In addition, staff will meet with residents, business operators, property owners, and other interested parties, as requested both within South Bayshore and elsewhere in the City to explain and discuss the proposed plan and policies.

Staff will then make whatever modifications are appropriate in light of the citizen review and response. The proposed plan as modified will be republished as a proposal for adoption together with an environmental evaluation of the plan. The City Planning Commission will hold public hearings to receive testimony on the policies and zoning controls proposed under the plan. These hearings will be held before any action is taken by the Commission. After adoption by the City Planning Commission, staff will take appropriate follow-up steps to carry out the implementation action outlined in the plan.

This proposal for citizen review builds upon a year-long effort of fact finding and community discussion regarding the future development of South Bayshore and the Bayview Hunters Point community. A wide variety of background information was presented in the South Bayshore Issues Report, published in November 1987. A major community meeting on this report was held on February 9, 1988 under the auspices of the New Bayview Committee. Verbal comments were received from citizens representing all cross-sections of the South Bayshore community. In addition, numerous written comments were received. A synopsis of these verbal and written comments is provided in the appendix of this plan. City staff has also met with a large number of individuals and other organizations from

Bayview Hunters Point on the long range planning issues facing the district.

By and large, the proposal for citizen review follows the same format as the existing South Bayshore Area Plan. It is organized by Master Plan elements. The only difference is that this proposal contains two elements - Land Use and Energy - that are not contained in the existing plan. Unlike the earlier plan land use policies have been consolidated into a single element to give a comprehensive perspective to South Bayshore's potential for development. Energy has been added to provide a systematic approach to energy conservation policies in South Bayshore and to create linkages between these policies and those relating to economic development and citizen participation.

The Sub-Area Plan for San Francisco Executive Park, approved by the City Planning Commission on October 17, 1985, is a part of the existing South Bayshore Area Plan. This proposal for citizen review proposes no changes in the Sub-Area Plan for Executive Park.

LAND USE

ACHIEVE FAVORABLE BALANCE AMONG RESIDENTIAL, INDUSTRIAL, COMMERCIAL AND OPEN SPACE USES; STIMULATE DEVELOPMENT IN UNDERUSED AND DECLINING AREAS; PROTECT EXISTING SCALE OF DEVELOPMENT; AND INCREASE NEIGHBORHOOD ACTIVITIES AND PEDESTRIAN INTENSITY.

Background

Measured in terms of the number of people per acre of land, South Bayshore has a low population density compared to other parts of San Francisco. Excluding streets, highways and tideland areas under water, the net buildable land area is over 2,000 acres. Its population as of July 1987 was 23,330. This land area is more than twice as large as that of the North Beach/Telegraph Hill/Russian Hill areas combined, yet the population is half as large. Similarly, the land area is twice as large as the Geary Street corridor from Lyon Street to 26th Avenue, yet the population is half as large. Even excluding commercial and industrial land, the population density in South Bayshore is much lower. As indicated in Table 1, the population per acre of residential land is 49.3 in South Bayshore compared to 71.7 in the Geary Corridor and 209.3 in the northeast section of the City.

Much of the reason for this small population in relation to total land area is the diversity of land uses in the district and the absence for the most part of apartment buildings. Residential and neighborhood supporting uses, such as schools and recreation facilities, take up only one-fourth of the total land area. Industrial uses take up over one half, including 300 acres in private industrial uses, 71 acres for the South Terminal of the Port of San Francisco, and 700 acres for the Hunters Point Naval Shipyard. South Bayshore also has some major public facilities serving the whole city. These include the Candlestick Park stadium, the clean water facilities, and a maintenance yard of the Department of Public Works. More recently, a regional recreational area — the Candlestick Point State Recreation Area — has been established in the district. It consists of 155 acres along the entire southern bayline of the district.

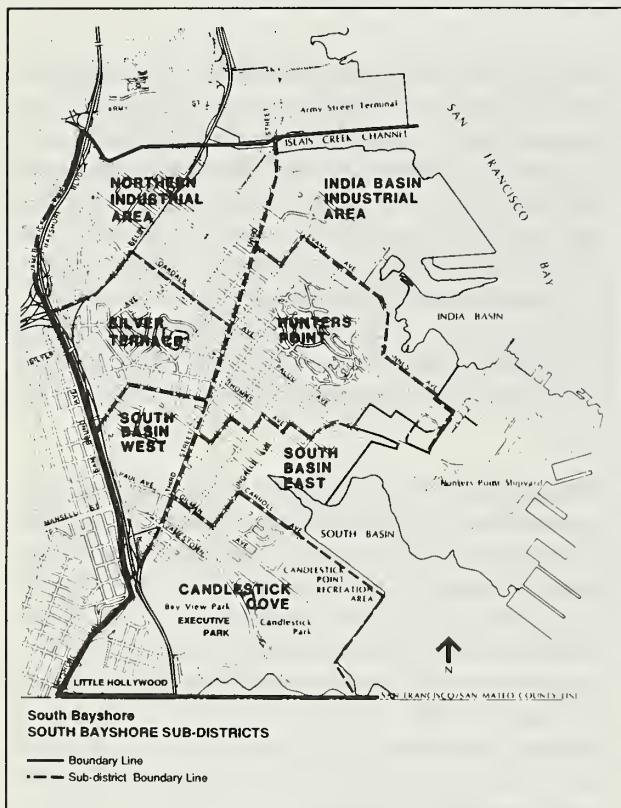


Figure 1

TABLE 1
GROSS POPULATION DENSITIES, 1985
SOUTH BAYSHORE, GEARY CORRIDOR, & THE NORTHEAST

POPULATION AND LAND AREA	DISTRICT		
	South Bayshore*	Geary Corridor**	Northeast***
Population	25,291	66,844	64,640
Land Area: (in acres)	3,178	2,046	1,179
Residential	515	932	308
Commercial/Industrial	1,235	234	385
Streets & Highways	909	563	39
Developable Land	118	8	67
Population per acre of residential land	49.1	71.7	209.8

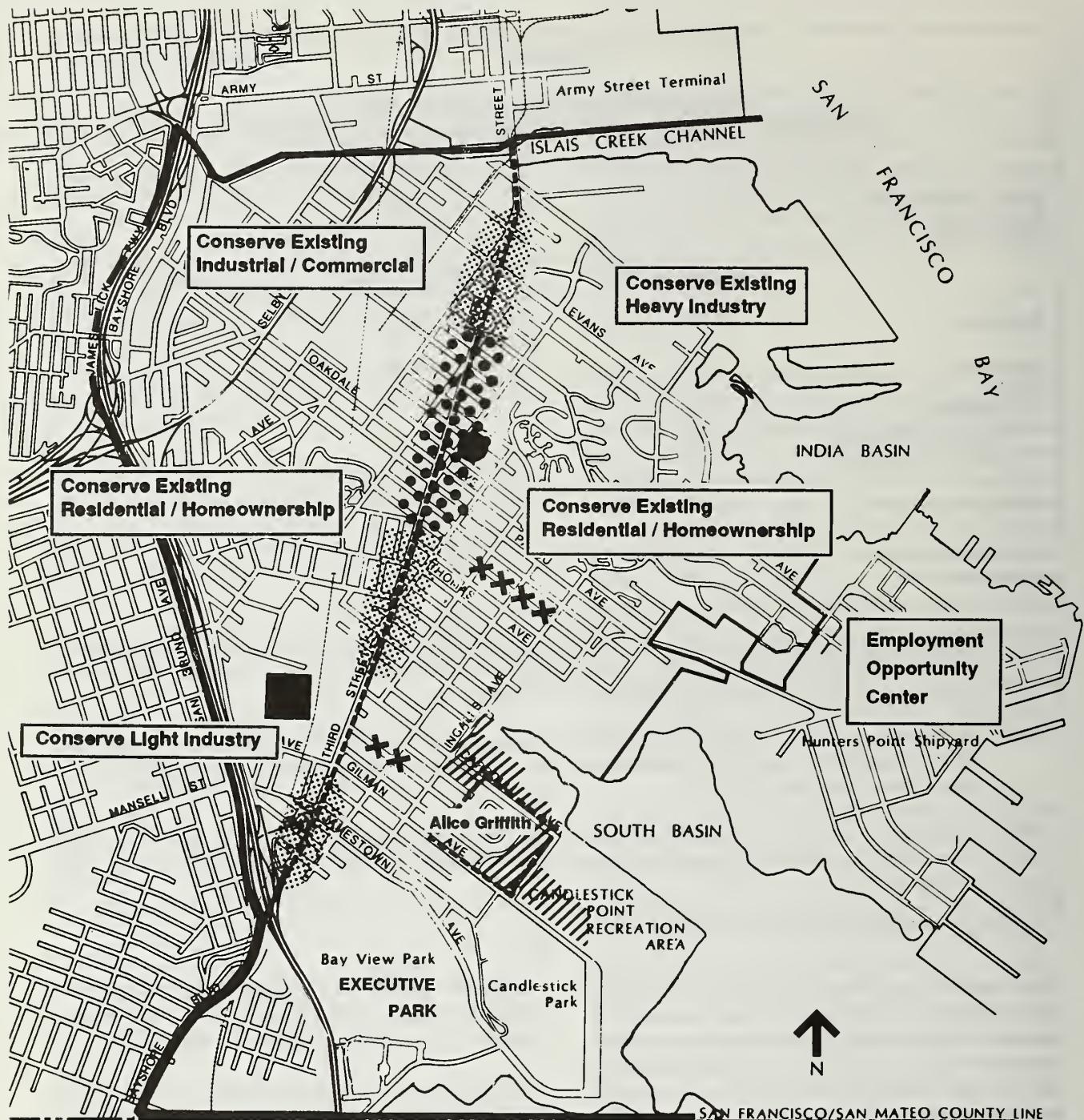
- * South Bayshore, for this table, is bounded by Army Street, the San Francisco/San Mateo county line, the James Lick Freeway, and the bayline. It includes the communities of Silver Terrace, Hunters Point, Bayview, Islais Creek, India Basin, South Basin, Bayview Park, Candlestick and Little Hollywood.
- ** The Geary Corridor is bounded by Arguello Boulevard, the Great Highway, Golden Gate Park, and the Presidio/Sea Cliff/Lincoln Park. It includes the communities of Inner Clement, Outer Clement, Geary Boulevard, Arguello, Balboa, Golden Gate, and Point Lobos.
- *** The Northeast is bounded by the northeast shoreline, Van Ness Avenue, and Sacramento Street/California Street/Sutter Street. It includes the communities of Russian Hill, Telegraph Hill, North Beach, Nob Hill, Polk Street, and Chinatown.

SOURCE: Association of Bay Area Governments (1985)

South Bayshore as a whole still has a semi-developed character relative to other parts of San Francisco, but the amount of vacant land is becoming more scarce and dispersed. The 71 acres for Executive Park and the 155 acres for the Candlestick Point State Recreation Area have taken up most of the large tracts of vacant buildable land that once existed in South Bayshore. Several acres of vacant land are located around the Yosemite Slough between the South Basin industrial area, the State Recreation Area, and the Bayview Hill and Alice Griffith residential communities. There are also several acres of vacant residential land along the slopes of Bayview Hill.

Otherwise most of the vacant buildable land in South Bayshore is scattered throughout already built-up residential, commercial and industrial areas.

The primary question regarding future development of South Bayshore is how to control growth in some areas and how to stimulate growth in other areas. Its residential areas generally consist of well established low density communities of single family homes and a strong family orientation. There is a need and desire to protect the existing character of these established neighborhoods. There is also a need to protect and

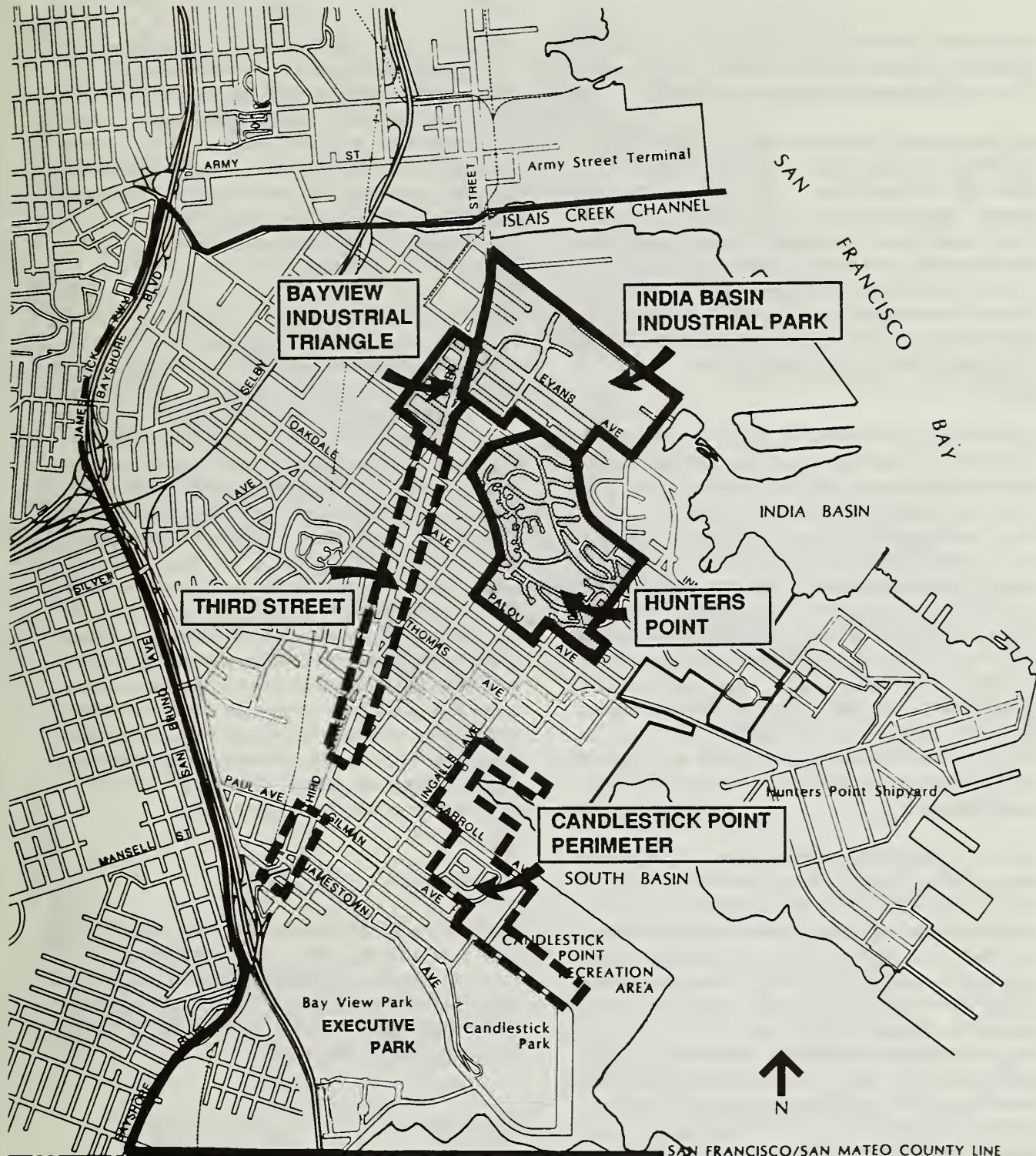


South Bayshore BASIC LAND USE PLAN PROPOSED NEW USES

Figure 2

A legend containing six entries, each with a unique icon and text label:

- Moderately Low Density Housing: Striped square icon.
- Neighborhood Commercial Core: Circle with dots icon.
- Major Development Opportunity Site: Solid black square icon.
- Complementary Growth Centers: Dotted square icon.
- Cultural Activity Center: Circle icon.
- Proposed Revitalization Areas: Horizontal bar icon.
- Non-Conforming Commercial Uses Phase Out / Rezone: Crossed-out box icon.



South Bayshore EXISTING REDEVELOPMENT PROJECTS AND PROPOSED REVITALIZATION AREAS

Existing Redevelopment Projects

 Proposed Revitalization Areas

Figure 3

enhance the industrial areas — India Basin, Northern Industrial and South Basin — each of which is vital to the overall economy of the district and the city.

At the same time, certain other areas of South Bayshore, particularly neighborhood commercial areas, suffer from lack of development. This is evident on Third Street. Very few residents shop regularly on Third Street even though it is centrally located in relation to the surrounding residential neighborhoods. They are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the marginal retail uses and empty storefronts, and the overconcentration of liquor stores.

Most of Third Street is built up, but its building scale is generally below the height of development that exists in most neighborhood commercial districts of the city. Upper story space in commercial buildings is generally empty, and much of the ground floor space is underutilized. This reflects a limited existing demand for consumer goods and services and therefore a limited demand for commercial space. This limited demand is related in part to the length of the street and the excessive amount of existing and potential commercial space in relation to population size. It is also related to problems of poverty and low incomes that exist in parts of South Bayshore. To be successful, efforts to revitalize Third Street must be accompanied by efforts to increase employment and raise incomes in surrounding residential areas.

There is a relationship between the overall population size of South Bayshore and the economic vitality of Third Street. Third Street was healthiest, with a wide variety of shops and a large volume of consumer patronage, during the early post war years when its overall population was close to 40,000. Its sharpest decline occurred between 1960 and 1980, when the district's population dropped by 43%, from 37,672 to 21,569, largely due to the clearance of the old war time housing on Hunters Point Hill. It was during this period that many of the healthy retail outlets left Third Street to be replaced by marginal uses. Uninviting bars and cages began to appear on the doors and windows of many shops. Since 1980, as the population has begun to increase, from 21,569 to 23,330 in 1987, Third Street has begun to show some signs of private revitalization, although not enough to change the general character of the street.

Another location in South Bayshore suggesting a need for development are the tracts of vacant and underutil-

ized land that exist between the State Recreation Area, South Basin, and the Alice Griffith housing project. Illegal dumping and vandalism are common in this area. Much of this is bred by the semi-developed environment of the area, which exists as sort of a 'no man's land' with no clear delineation between surrounding industrial, residential, and open space uses. Building up this area to clarify and improve the relationship between the surrounding healthy uses could be of significant benefit to the district as a whole.

Problems on Third Street and the perimeter of the State Recreation Area suggest that the key to policies for revitalizing South Bayshore is to increase population and housing within a framework that provides a clearer definition among industrial, residential, and commercial uses. The amount of vacant land, concentrated and dispersed, that exists in South Bayshore provides ample room to stimulate major housing growth without diminishing the low density family orientation of existing built-up residential areas and without threatening the economic vitality and growth of established industrial areas. Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of social problems places a constraint on the ability to remarket the land for healthier uses. Nonetheless, over the long run, an increase in population, along with efforts to increase employment and raise income among existing residents, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses.

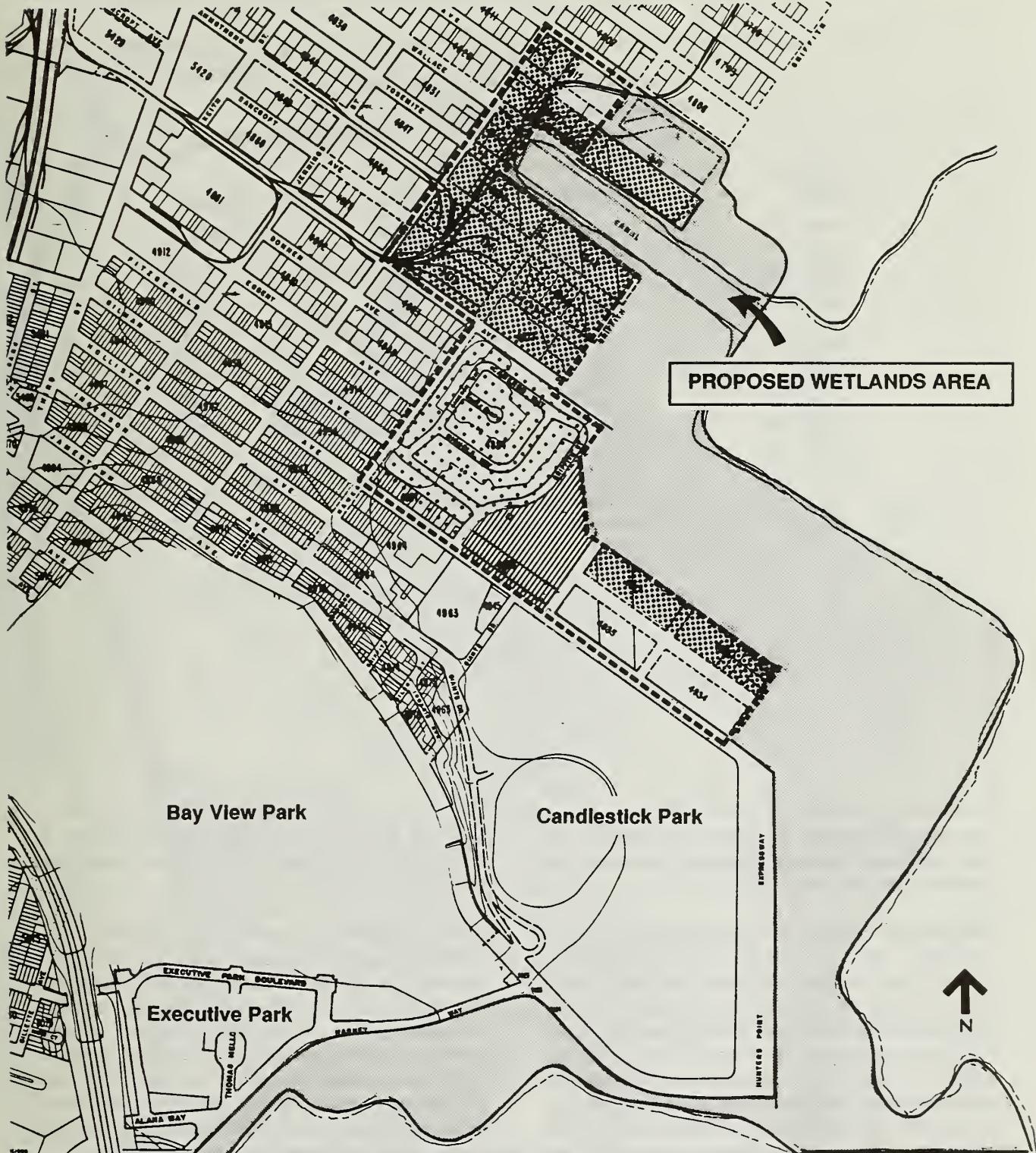
OBJECTIVE 1

CONSTRUCT AFFORDABLE HOUSING AT KEY LOCATIONS, THUS ESTABLISHING A LARGER POPULATION BASE TO SUPPORT NEIGHBORHOOD-SERVING COMMERCIAL ACTIVITY; DEVELOP A CLEARER DEFINITION AMONG LAND USES.

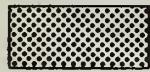
POLICY 1

Encourage new housing growth along the perimeter of the Candlestick Point State Recreation Area.

One strategic subarea for stimulating new housing growth, and thereby building up the population base of South Bayshore, is along the perimeter of the Candlestick Point State Recreation Area. The boundaries of



**South Bayshore
CANDLESTICK POINT PERIMETER
PROPOSED REVITALIZATION AREA**



Moderately Low Density Housing
(RM - 2 / RM - 3)



Alice Griffith Improvement -
Existing Housing



Candlestick Point State
Recreation Area



Alice Griffith Improvement -
New Housing

Figure 4

Table 2
CANDLESTICK POINT PERIMETER
Potential Housing Growth
(Square Feet)

Affected Blocks	Existing Characteristics		
	Lot Area	Uses	Zoning
4917	120,000 s.f.	Vacant	M-1, P
4918	95,000	Vacant	M-1
4878 (1)	75,000	Open Storage	M-1
4884 (portion)	120,000	Vacant	RM-2
4877	120,000	Vacant	M-1
4851 (17)	75,000	Lumber Yard	M-1
4852	120,000	Vacant	M-1, P
4845	120,000	Vacant	M, P
4846 (1,2,3,13)	60,000	Open Storage	M-1
4827	117,000	Auto Wrecking	M-1
<u>4813 (26)</u>	<u>120,000</u>	State Recreation	M-1
TOTAL	1,142,000 s.f.		
	26 acres		

Potential Housing Growth
Moderately Low Density (36 units/acre)

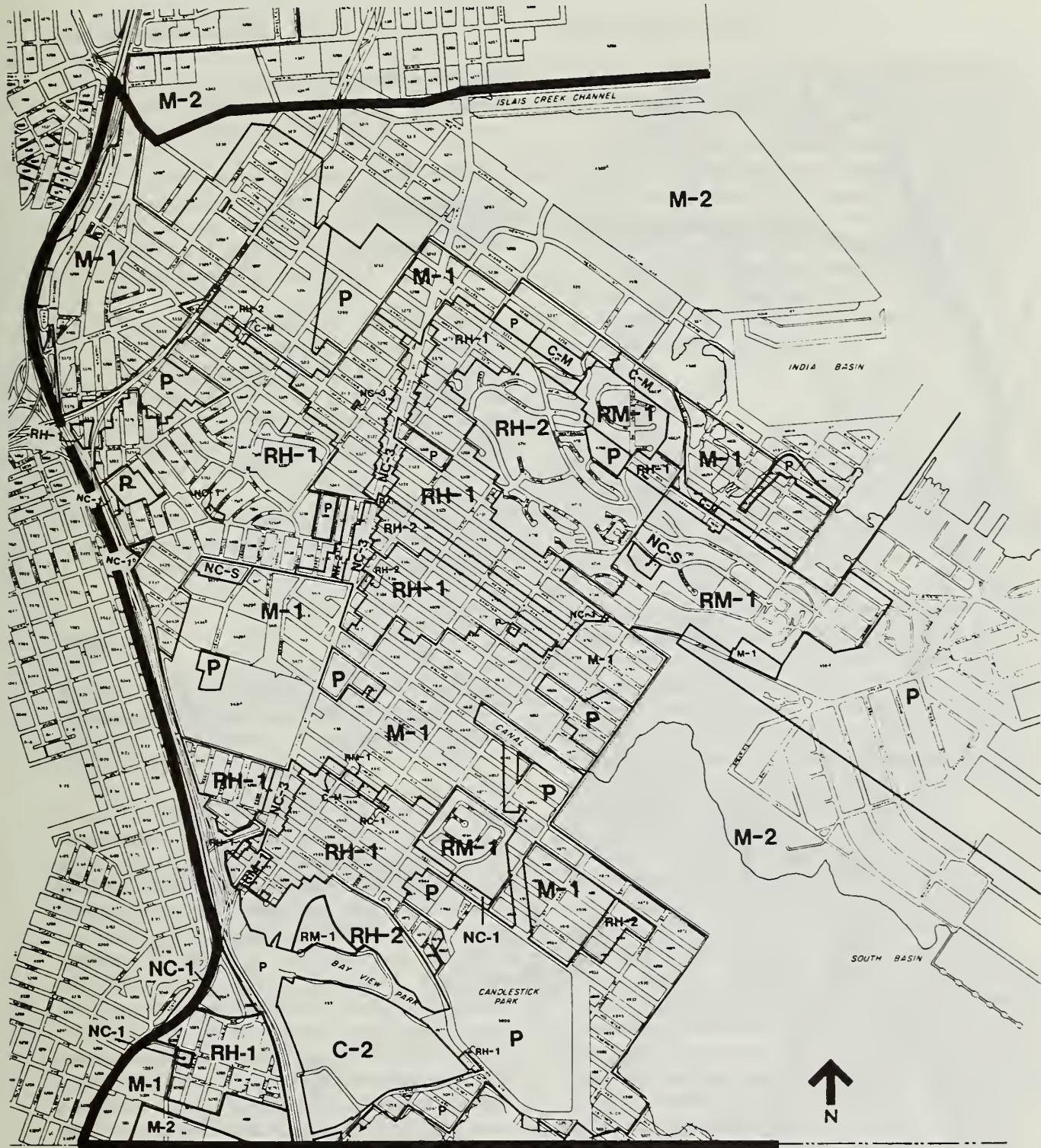
100
79
63
100
100
63
100
100
50
98
<u>100</u>
<u>953</u> units

this subarea are shown in Figure 4. A description of existing characteristics and estimates of potential housing growth are shown in Table 2.

This proposed subarea covers approximately twenty-five acres. The vast majority of this acreage, over eighty percent, consists of vacant and underutilized land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the establishment of the Candlestick Point State Recreation Area as the primary adjacent use, it is becoming more suitable and marketable for housing. The Yosemite Slough is proposed as the wetlands area for Candlestick Point State Recreation Area. Parcels immediately surrounding the slough presently include uses, such as auto wrecking yards, that would not provide a positive supportive environment for the proposed wetlands area. These parcels should be rezoned for residential use. Such a rezoning would prohibit any expansion or increase in intensity of these non-residential uses. Moreover, by permitting a

relatively high level of residential development, it might provide an incentive for owners of the existing uses to convert to housing.

The Candlestick Point perimeter also abuts the Alice Griffith public housing project to the west. This housing project is scheduled for improvement within the next five to seven years. Such improvement could be incorporated in an overall program to stimulate new housing growth in this subarea. Moreover, the Alice Griffith site includes a large tract of vacant land, over 120,000 square feet, owned by the Housing Authority. This provides an opportunity for the Housing Authority to be a major partner in the overall housing development objectives for this subarea and assure that the total amount of new housing built along the attractive shoreline sites at the perimeter of the Candlestick Point State Recreation Area include a mixture of middle, moderate, and low income housing units that is reflective of the current demographic character of South Bayshore.



**South Bayshore
EXISTING ZONING DISTRICTS**

Figure 5

RH-1 / Single Family Residential

RH-D / Single Family Residential (Detached)

RH-2 / Two Family Residential

RM-1 / Low Density

NC-1 / Neighborhood Commercial Cluster

NC-2 / Small Scale Neighborhood Commercial

NC-3 / Moderate Scale Neighborhood Commercial

NC-S / Neighborhood Commercial Shopping Center

M-1 / Light Industrial

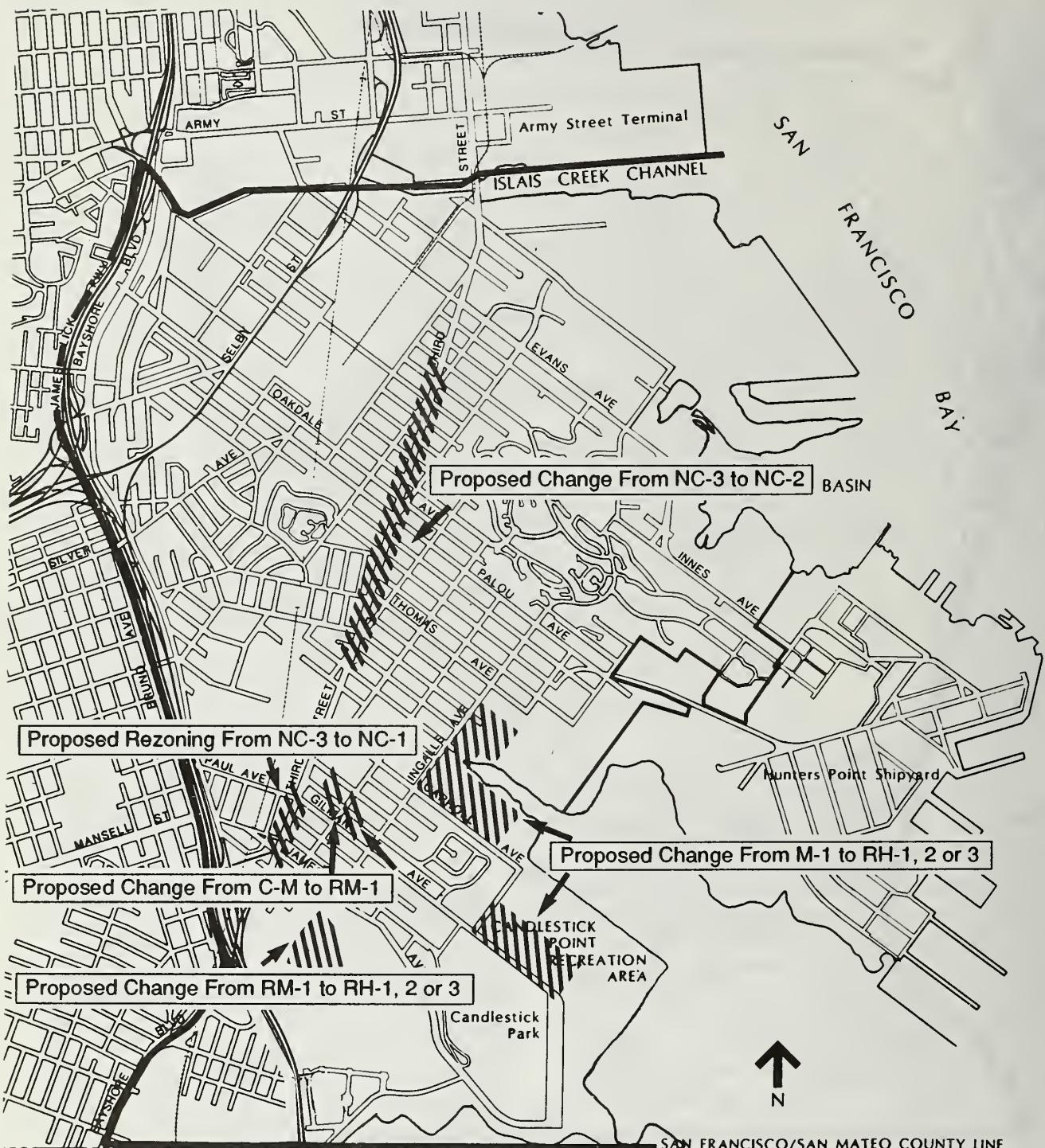
M-2 / Heavy Industrial

C-1 / Neighborhood Shopping

C-2 / Community Business

C-M / Heavy Commercial

P / Public



South Bayshore PROPOSED ZONING DISTRICTS

Proposed Rezoning

Figure 6

Implementation Actions

- 1) Rezone M-1 portions of Candlestick Point Perimeter subarea to moderately low density residential, as shown on Figure 6.
- 2) Designate the Candlestick Point Perimeter subarea as a survey area to develop a revitalization program. Explore the feasibility and desirability of using tax increment financing to facilitate housing development.
- 3) Work with Redevelopment Agency, Mayor's Office of Housing, and the Housing Authority to develop a housing financing program to assure that a significant percentage of the new housing that would be constructed in this subarea is affordable at the income levels that currently exist in South Bayshore.
- 4) Integrate the improvement of Alice Griffith public housing project into the overall effort to stimulate new housing growth in this subarea.

Implementation Actions

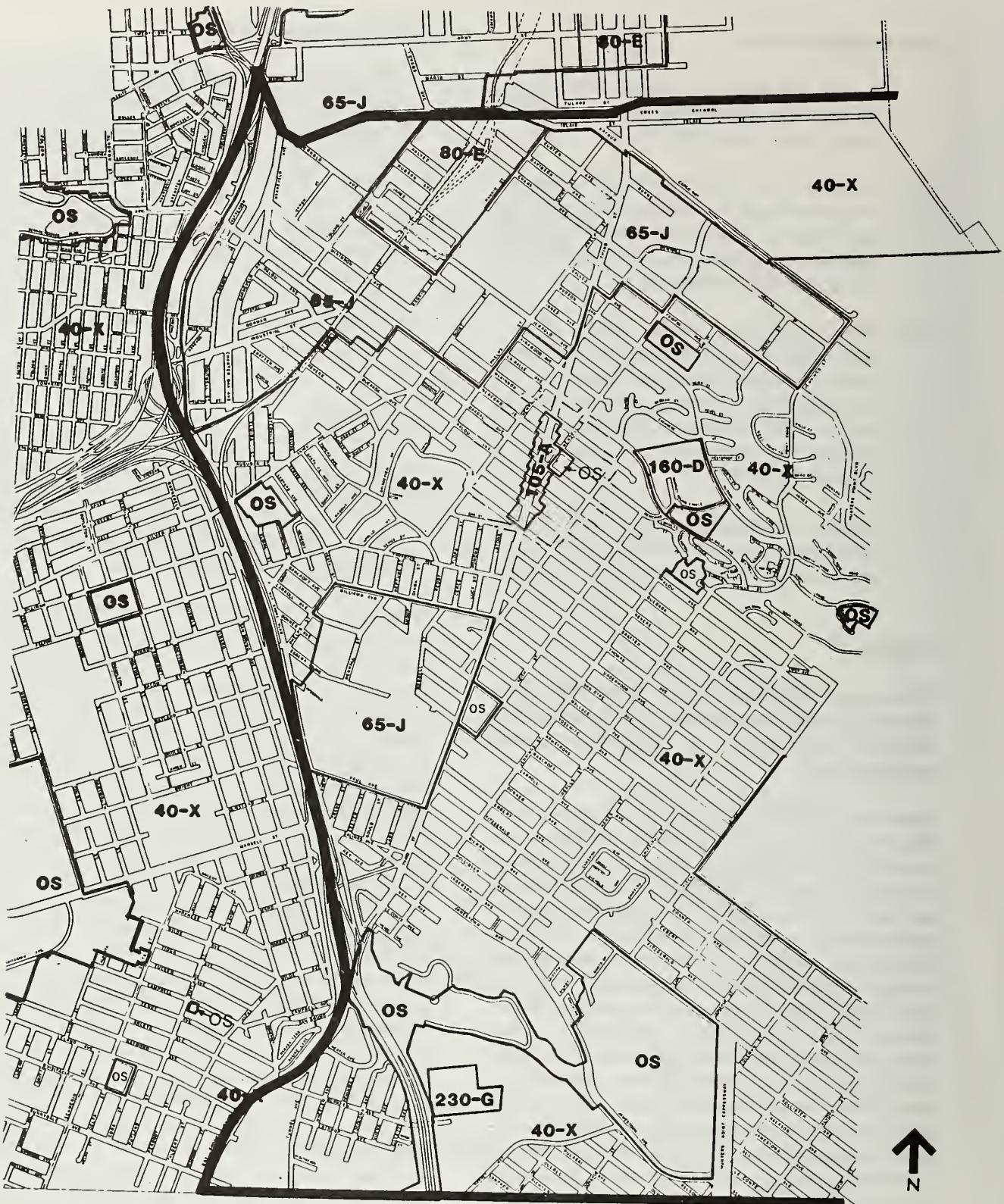
- 1) Establish a program with the Redevelopment Agency and the Mayor's Office of Housing to stimulate the construction of housing on scattered vacant sites within residentially zoned areas of South Bayshore. The objectives of such a program should be to assure that a significant percentage of the new housing developed on these sites is affordable according to the income levels that prevail in South Bayshore and to strengthen the equity position of South Bayshore residents who are moderate income property owners.

OBJECTIVE 2**IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.**

Revitalization of Third Street is probably the most complex issue facing the South Bayshore community. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. Previous market studies and present market trends indicate very little private demand for new growth on Third Street. This suggests that the revitalization of Third Street will require a long term strategy and that, in its early stages, this strategy will require public sector involvement and stimulation rather than relying solely on the private market. Close cooperation between South Bayshore residents and merchants and public and private officials at the city-wide level will be essential in developing the strategy. The strategy should address the need to reorganize the present land use pattern of the street. At present, the commercial aspects of the street are too stretched out to serve as a neighborhood commercial district. A land use framework is needed that concentrates neighborhood-serving retail uses on a few key blocks and builds up complementary uses on surrounding blocks to strengthen retail vitality and the overall economy of South Bayshore.

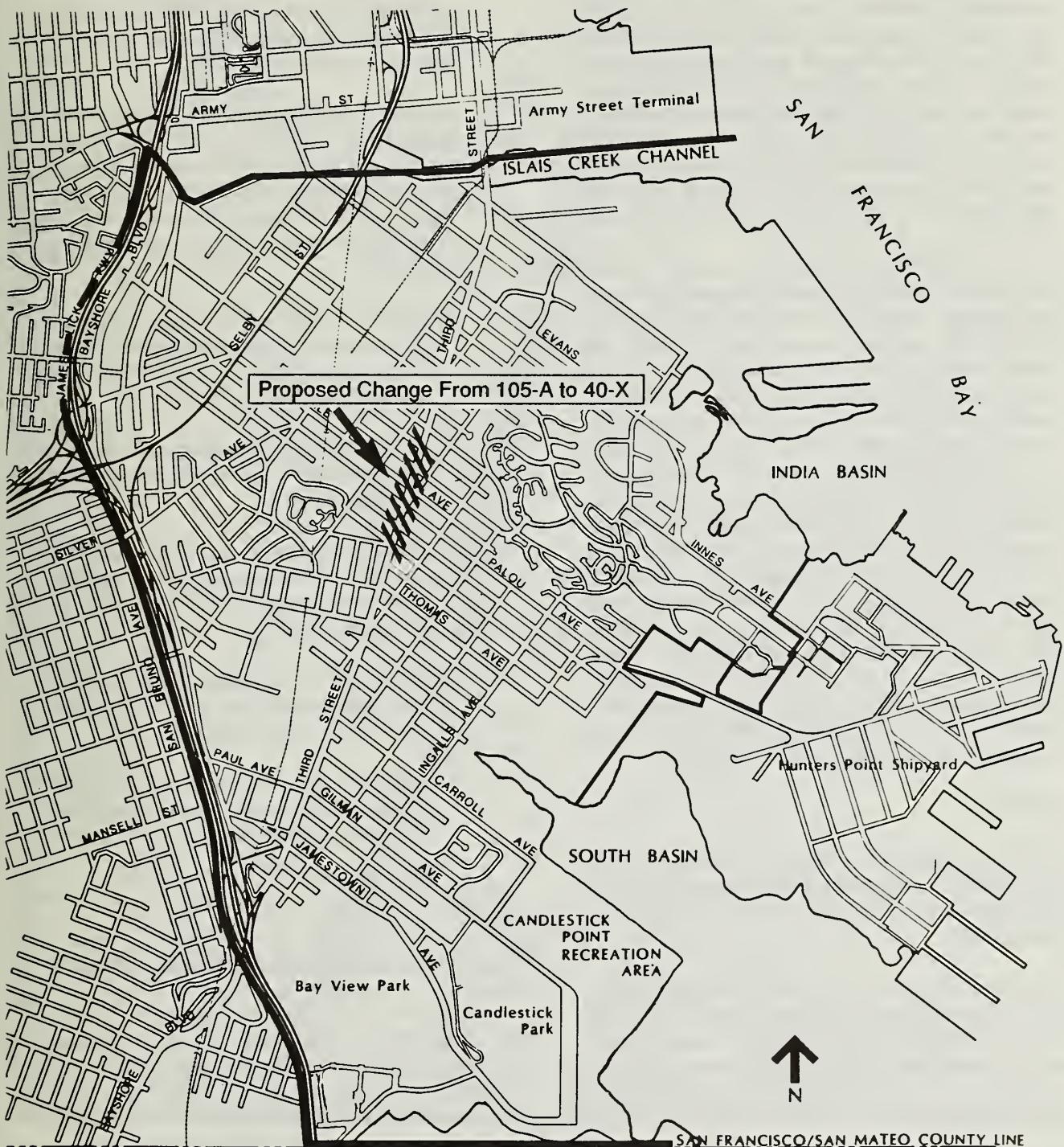
POLICY 2**Encourage development of new affordable housing on infill vacant sites consistent with the character and equity of existing residential neighborhoods.**

These are close to 200 scattered vacant sites in South Bayshore that are zoned RH1 and RH2. Together these sites present a potential opportunity for substantial new housing. Many will be developed through the private market mechanism. Others may need public support and incentives to stimulate development and assure affordability. For many local property owners, these lots represent their primary capital asset. They may need various forms of assistance, ranging from technical information and assistance to financing, to understand how to best utilize their ownership of a vacant housing site to improve their long-term financial position. Public sponsored programs to stimulate development of scattered vacant housing sites should be carefully designated to help meet the needs of existing South Bayshore residents in terms of both affordability and improving the equity position of moderate-income property owners.



**South Bayshore
EXISTING ZONING / HEIGHT AND BULK**

Figure 7



**South Bayshore
PROPOSED ZONING / HEIGHT AND BULK**

Figure 8



Proposed Rezoning

The blocks between Kirkland and Revere Avenues, where the greatest concentration of existing retail activities occurs, should be designated as the commercial core area of Third Street. New retail activity should be encouraged to locate in this section of the street, with the Opera House serving as the hub. The adjacent sections — between Fairfax and McKinnon Avenues to the north and between Revere and Yosemite Avenues to the south - should become centers for encouraging growth in new uses that are complementary to the retail activity in the commercial core. Figure 9 shows this proposed overall land use framework for Third Street.

The key question raised by this framework is what are the most appropriate use types to complement the commercial core. Offices and housing are alternatives. Each of these use types, or combinations thereof, has certain advantages and disadvantages. Each would bring more people to Third Street, either as residents or workers, and thereby help to increase the consumer market for retail activity. Offices as a labor intensive use would carry the added advantage of creating local job opportunities for female-heads of households, particularly if they were 'back-office' space that relied on a large amount of clerical support. Also, if built up to a forty feet height limit with an attractive architectural design, both office and housing uses would help to improve the physical scale and character of Third Street. Either of these uses could also add to certain problems in the district. Both would add to traffic congestion and parking problems. Also, housing, if not successfully marketed to stable middle income tenants, could add to social problems on Third Street.

POLICY 1

Establish a program to improve the uses along Third Street. Use public/private cooperation at districtwide and citywide levels to stimulate revitalization.

As shown in Figure 9, the framework designates the section of Third between Kirkwood and Revere as the commercial core and seeks to build up complementary use on adjacent sections to strengthen retail activity in the commercial core and build up the overall economy of South Bayshore.

Implementation Actions

- 1) Designate Third Street, as shown in Figure 9, as a survey area to develop a revitalization program. Look into feasibility and desirability of

using tax increment financing to support efforts to stimulate revitalization. While legally this involves designating Third Street as a redevelopment project area, it is called a revitalization area because wholesale acquisition and clearance are not contemplated.

- 2) Establish a task force of South Bayshore residents, Third Street merchants, and citywide public and private sector representatives to refine and implement the land use framework. The issues to be addressed by the task force might include but not be limited to the following questions:
 - a) What immediate public improvements can be undertaken to help beautify Third Street, focusing primarily on the Opera House area at Third and Mendell?
 - b) What are the most appropriate uses to complement the commercial core section of Third Street?
 - c) What are the most appropriate and cost effective public measures for making Third Street more responsive to the private market mechanism?
 - d) How can the cultural and social activities of the Opera House be improved to strengthen the vitality of the commercial core?
 - e) What can be done to improve the equity position of black entrepreneurs in the revitalization of Third Street?

POLICY 2

Restrict off-sale liquor establishments on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street. An integral part of this condition is the need to discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. There are forty-six of them. Many of these outlets attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impact on adjacent residential uses.

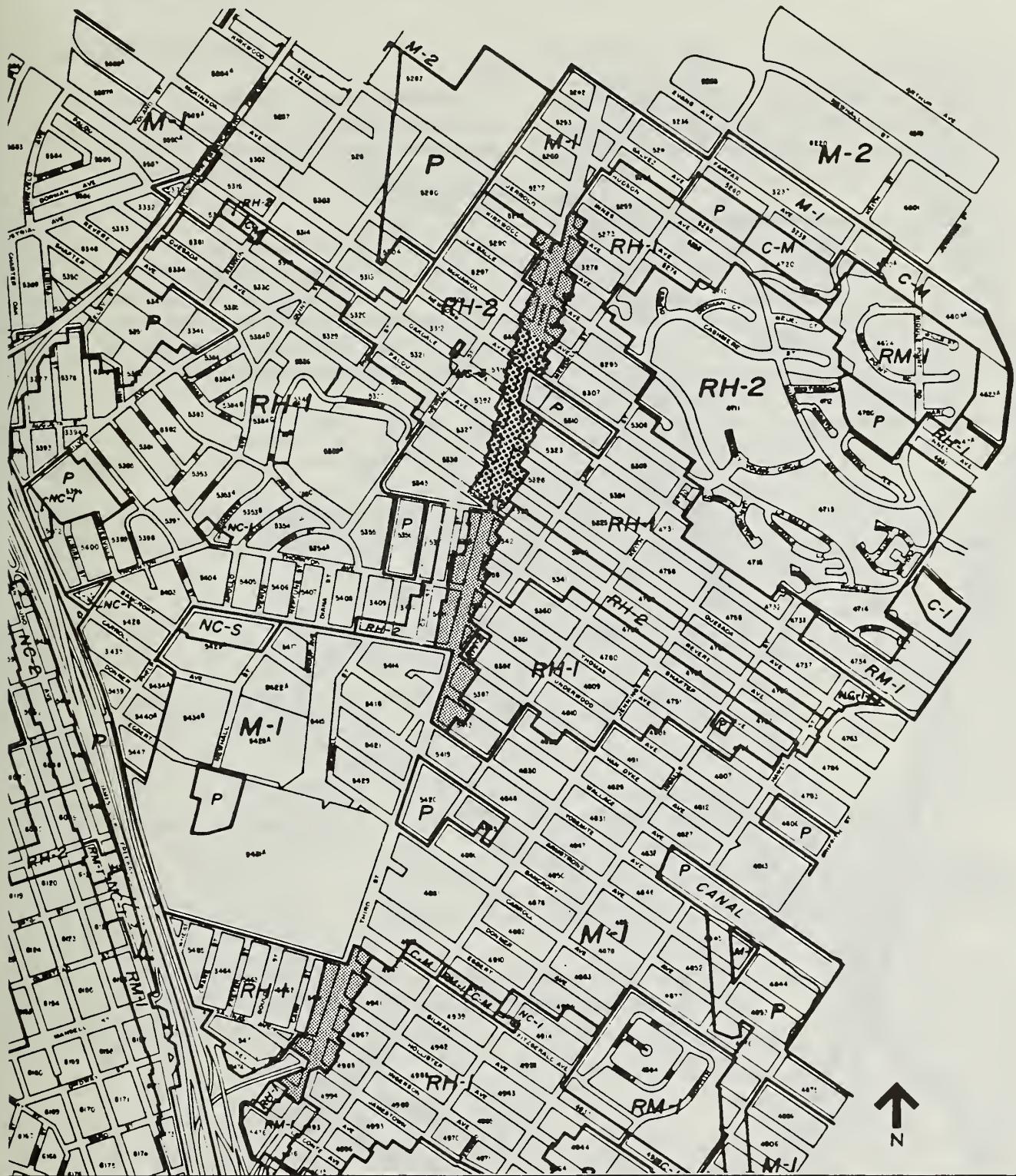


Figure 9

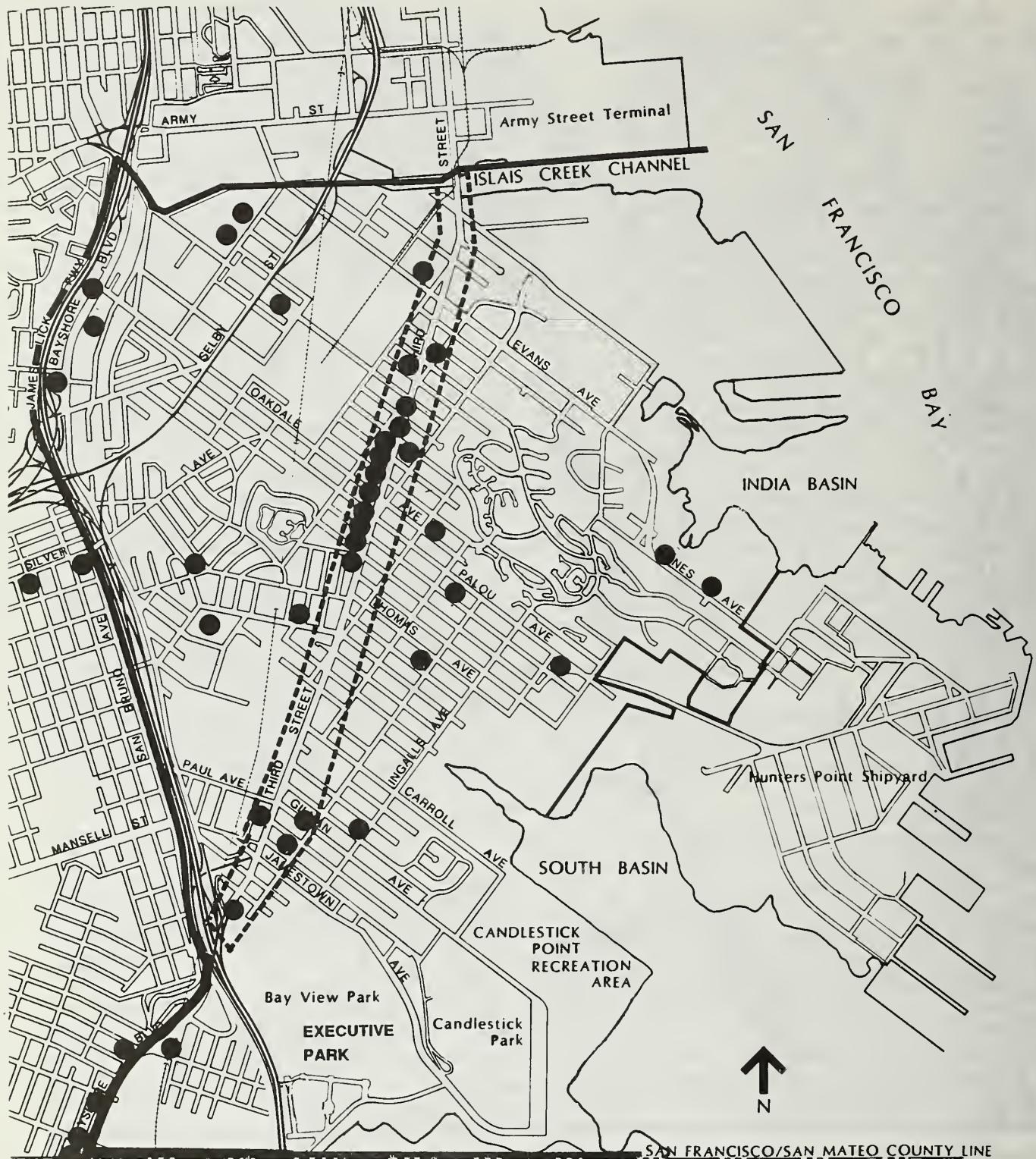
**South Bayshore
THIRD STREET
PROPOSED REVITALIZATION AREA**



Commercial Core



Complementary Growth Centers



**South Bayshore
PROPOSED SPECIAL USE DISTRICT RESTRICTING OFF-SALES LIQUORS**

Figure 10



Location (one outlet)

Implementation Actions

- 1) Create a special use district restricting new establishments selling alcoholic beverages for off premise consumption along the entire length of Third Street from Evans to Jamestown Avenue. See Figure 10.
- 2) Work with the Bayview Hunters Point Center for Problem Drinkers and the local Alcoholic Beverage Control representative on their program efforts to deal with issues relating to the overconcentration of off-sales liquor establishments in neighborhood residential and commercial areas.

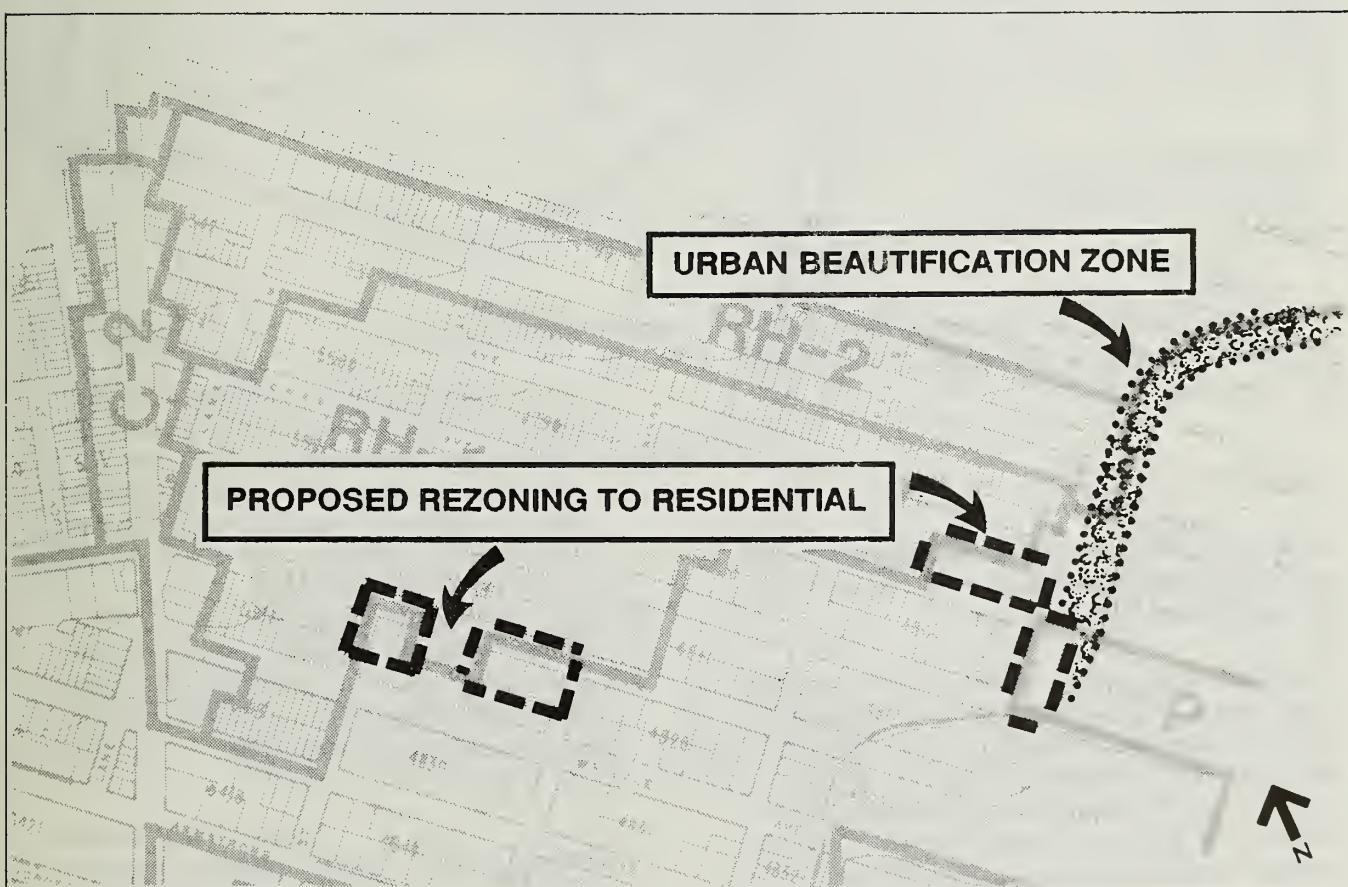
OBJECTIVE 3**IMPROVE RELATIONSHIP BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.****POLICY 1**

Encourage a wider variety of light industrial uses in South Basin, by giving greater priority to live/work uses, more efficient use of industrial space, and more attractive building design.

Over the past thirty years South Basin has undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced because South Basin is abutted by established low density residential neighborhoods on all sides, and the trend toward light industries reduces the potential for adverse conflicts with these neighborhoods. Existing industrial zoning should be maintained with special attention given to improving industrial building design guidelines.

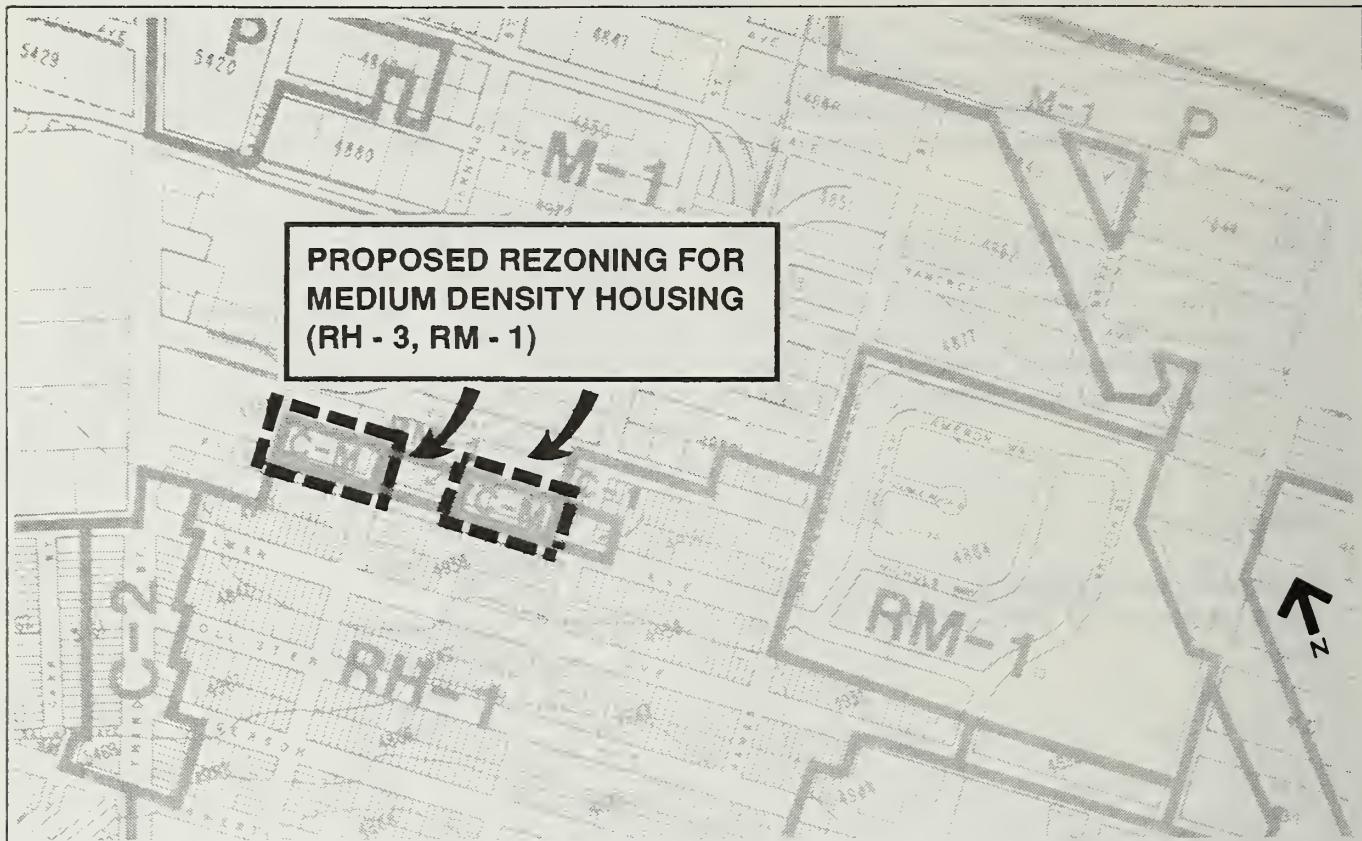
Implementation Actions

- 1) Maintain existing M-1 zoning for South Basin, both east and west of Third Street



**South Bayshore
SOUTH BASIN, EAST OF THIRD**

Figure 11



**South Bayshore
FITZGERALD AVENUE**

Figure 12

2) Develop architectural guidelines for new industrial buildings to encourage improved design quality.

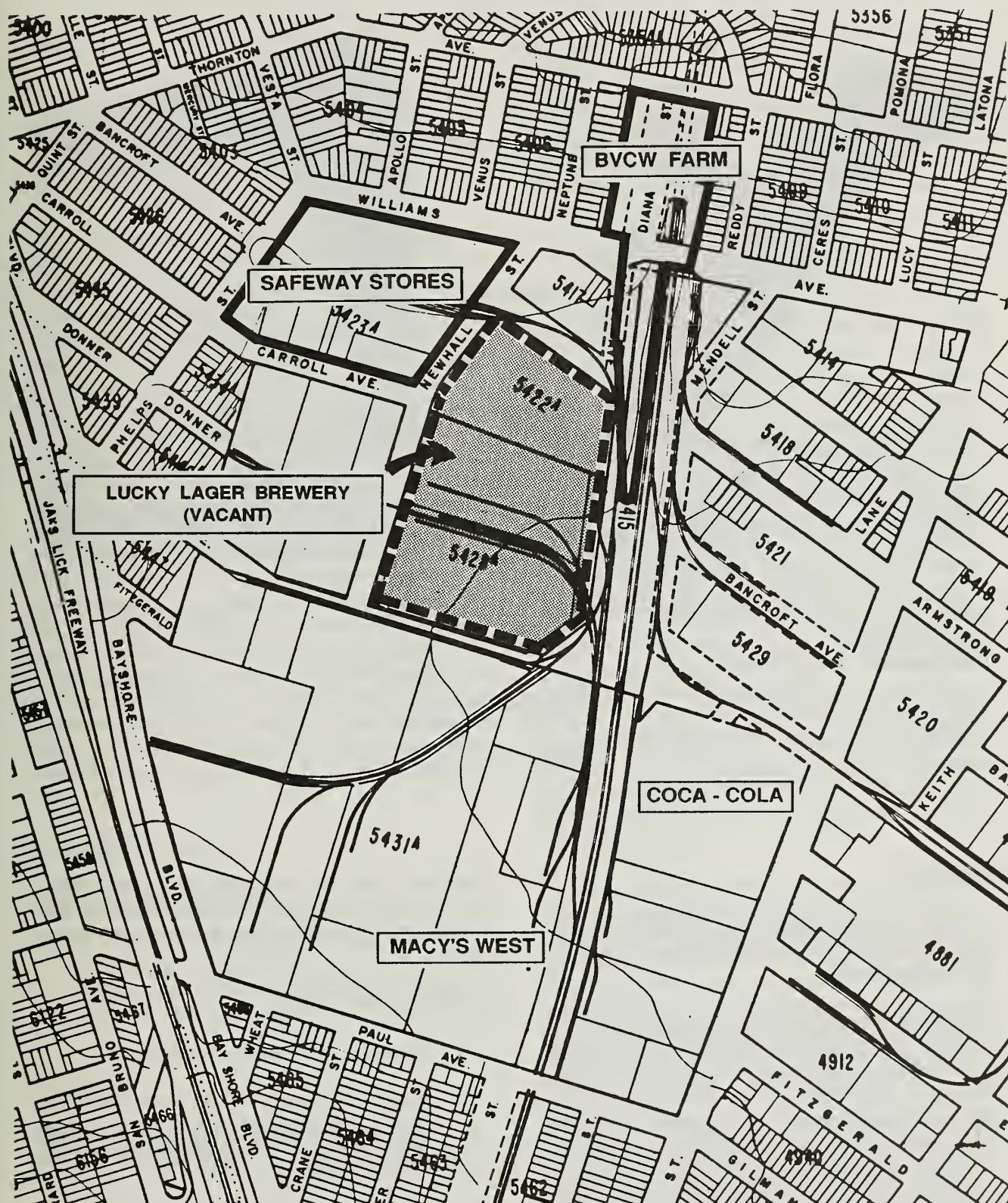
POLICY 2

Adjust selected boundaries of South Basin east of Third Street, to provide greater compatibility with adjacent residential uses.

Since South Basin directly abuts established residential areas, there are various blocks that include a mixture of both industrial and residential uses. In some cases, these uses have managed to achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Here the stronger and more healthy uses should be supported.

Implementation Actions

- 1) Rezone Thomas Avenue site - southwest quarter of block 4792 - from M-1 to RH-1. Rezone Van Dyke site-northern half of block 4829 - from M-1 to RH-1. See Figure 11. In these two areas housing appears to have thrived while industry has declined.
- 2) Rezone Fitzgerald Avenue site - CM and NC-1 portions of blocks 4912, 4913, 4914 to RM-1. Discontinue affected commercial uses. See Figure 12. Here industry has thrived and supporting retail uses have declined.



**South Bayshore
SOUTH BASIN, WEST OF THIRD**

Figure 13



Light Industrial / Heavy Commercial Opportunity Site

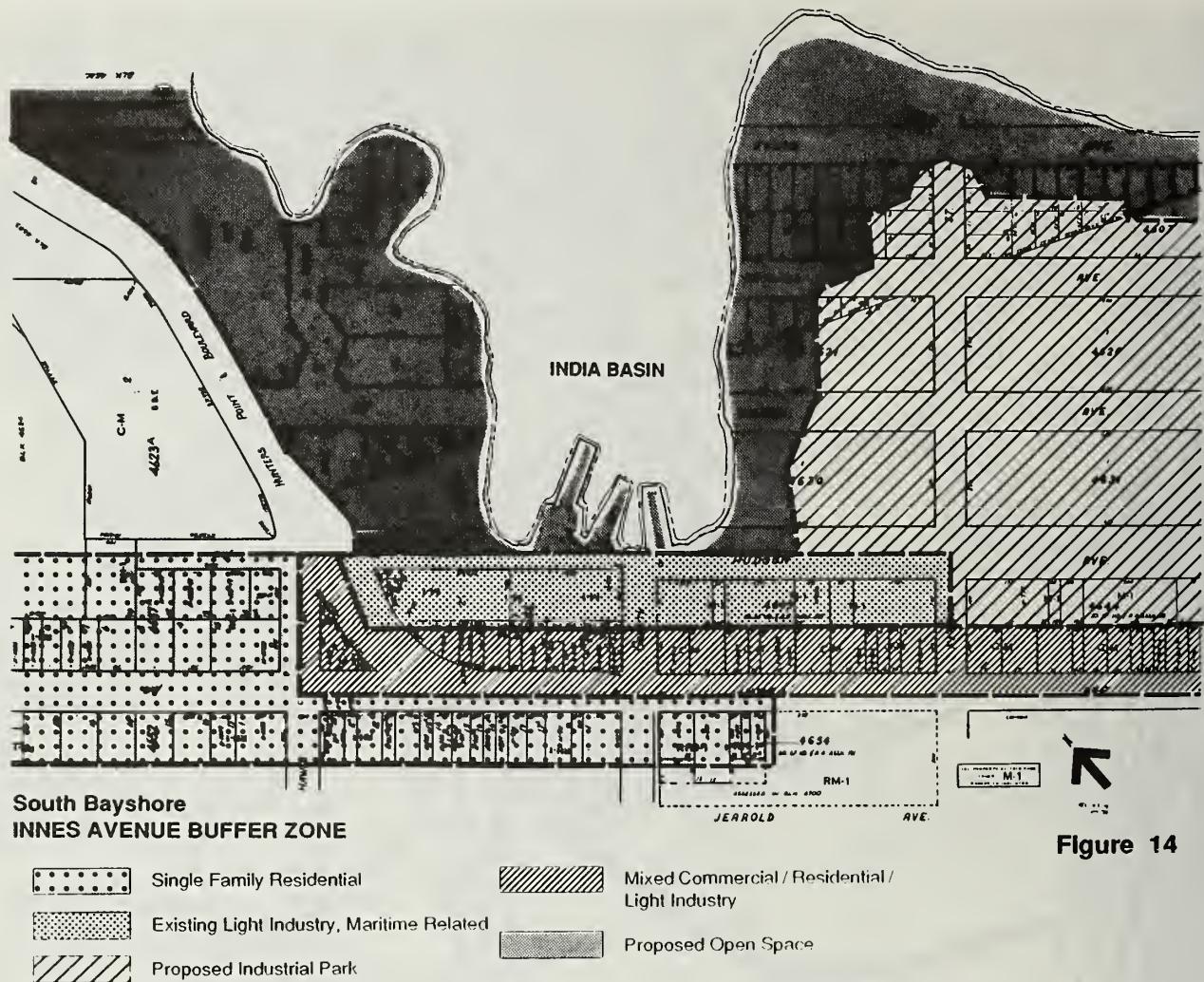


Figure 14

POLICY 3

Encourage development of South Basin, west of Third Street, as light industrial/heavy commercial activity center.

South Basin, west of Third Street, directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. Moreover, South Basin West has an interesting mix of industrial and heavy commercial buildings and uses, including: a Safeway Store building, the Coca Cola Bottling Plant, Macy's Warehouse, and a portion of Bayview Farm, the last remaining actively farmed site in San Francisco. A large portion, close to twenty percent of this subarea, is taken up by the old vacant Lucky Lager Brewery. This site provides a development opportunity that could enhance the richness and variety of the current land use mixture in this subarea. Consideration should be given to

attracting to the site a major industrial or heavy commercial use with an attractive building design that would bring more people, jobs, and shoppers, into the district.

Implementation Actions

- 1) Maintain M-1 zoning for South Basin
- 2) Work with Mayor's Office of Economic and Business Development to attract a major reuse for the old Lucky Lager Brewery and the old Safeway Store site.
- 3) Work to implement the Board of Supervisors resolution supporting preservation of the Bayview Farm site for agricultural purposes and for some limited amount of elderly housing.

POLICY 4

Encourage development of a healthy mix of residential, retail, and small light industrial uses along Innes Avenue to buffer the India Basin industrial area and the Hunters Point residential community.

The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Naval Shipyard serves as a buffer between the heavy industrial uses in India Basin and the residential uses in Hunters Point. At present this area is showing signs of private revitalization with potentially interesting mix of uses taking place. Figure 14 gives a general description of the area. The base of the area, at the corner of Hawes and Innes Avenues, serves as the site for Our Lady of the Lourdes, the oldest catholic church in the district. Directly behind the church site, six new housing units are being developed. Innes Avenue leading up to the shipyard is zoned CM on the northern side of the street and RH-1 on the southern side. New housing is being developed on the southern side. On the northern side, directly below the CM zone an industrial park is being developed. It will be bordered on the east by an eleven acre spit of open space that will provide direct public access to the India Basin shoreline. Most of the buildings in the CM zone consist of two-to-three story structures with ground floor commercial and upper floor residential. Many are vacant and appear in a state of disrepair. However, there is some interest in property improvement.

Implementation Actions

- 1) Maintain CM zoning.
- 2) Provide technical assistance, and where possible financial assistance, to promote private revitalization of the CM zone and further encourage a healthy mix of uses.

POLICY 5

Promote Balanced Development Between Hunters Point Naval Shipyard and South Bayshore as Whole.

Occupying over 500 acres, Hunters Point Naval Shipyard is the single largest industrial area in South Bayshore. From 1941 to 1974, when it served as

a major ship building and repair facility for the U.S. Navy, it was also the single largest employer in the district. At the time of the Navy closure in 1974, it provided 6000-7000 jobs. Through a leasing arrangement by the Navy, it now provides work space for over 100 artists and serves as the site for over 200 small businesses. Much of the land and facilities, however, are underused.

By virtue of the shipyard's size, location and fixed infrastructure for shipbuilding and repair activities, any proposal for major reuse of the shipyard is of special importance to South Bayshore and the City as whole. The Navy is seeking to reactivate the shipyard to accommodate the homeporting of the U.S. Missouri battleship and its supporting fleet. Under this proposal the shipyard would have both naval base and ship repair functions. Berthing and maintenance facilities would be provided for the Missouri battle group. There would also be buildings for naval administrative and office functions, 1,500 housing units for naval personnel and their families, as well as ancillary uses in retail, recreation, etc.

Outside of special land use requirements that may exist for naval security and intelligence purposes, the shipyard area appears large enough to accommodate a variety of land uses, both military and civilian. Military reuse of the yard should be achieved in a manner that minimizes displacement of the existing artist and small business work space. Also, shopping and entertainment uses developed to serve the military housing and shipyard activities should be made available to the larger civilian community.

Of the various proposed land uses, those relating to the ship repair industry could have particular importance for the Bayviews Hunters Point community. Many of the social problems in Bayview Hunters Point stem from structural unemployment. To the extent that reuse of the shipyard facilities in Hunters Point results in a net increase in higher-paying 'blue collar' jobs, this could help to address some of the long term employment needs of the Bayview Hunters Point community.

The western side of the shipyard area away from the maritime facilities along the shoreline offers the potential for a major transportation breakthrough that could benefit the district as a whole. Presently there is no established truck route linking the South Basin industrial area to Evans Avenue in India Basin without going through Hunters Point residential neighborhoods. If a

reuse proposal for the shipyard area permits construction of a major thoroughfare for automobiles and truck traffic linking South Basin and India Basin, this would be a major step toward alleviating the truck traffic problem in Bayview Hunters Point. Figure 15 shows a possible route for the proposed thoroughfare.

Outside of the potential for 'blue collar' job opportunities and a new truck traffic route, most of the potential uses for the Hunters Point Naval Shipyard would involve trade-offs between the shipyard area and the surrounding Hunters Point community. Development of a large amount of new housing, military or civilian, would help to build up the population of the district as a whole and thereby increase the consumer market potential needed for commercial revitalization, but the extent to which South Bayshore as a whole benefits would depend on the amount, type, and accessibility of retail facilities that might also be built in the shipyard area. A new residential and workforce population in the shipyard area could add to traffic congestion on the roadways of the surrounding community; at the same time, this added traffic demand could also lead to roadway and public transit improvements that benefit the district as a whole. Because of the mutual interactions and impacts that are inevitable due to the close physical relationship between the shipyard area and the surrounding area, it is essential that the City and the Navy work closely together to come up with a plan for reuse that will be to the mutual benefit of all concerned and that effectively integrates development of the shipyard area with the overall conservation and development objectives of the South Bayshore district.

Implementation Action

- 1) Coordinate planning for reuse of Hunters Point Naval Shipyard area with planning for South Bayshore Conservation and Development Program.

TRANSPORTATION

PROVIDE ADEQUATE TRANSPORTATION SERVICES TO MAINTAIN THE ECONOMIC VITALITY OF SOUTH BAYSHORE AND IMPROVE THE LIVEABILITY OF RESIDENTIAL NEIGHBORHOODS.

Background

The diverse land use pattern of South Bayshore poses a variety of requirements on its transportation system.

Each major type of land use — the heavy shipping and rail-oriented industries in India Basin, the heavy commercial along Bayshore Boulevard, the low density residential neighborhoods, neighborhood serving retail along Third Street, Candlestick Park, - has its own particular transportation needs.

With relatively wide streets and two nearby freeways, South Bayshore provides convenient access for private vehicles and trucks. Because many industrial uses, particularly in South Basin, are located adjacent to or nearby neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. Concern about such intrusion forms the most persistent complaint among residents about transportation problems in the district.

South Bayshore lacks a major thoroughfare which connects industrial areas to the freeway system without passing through residential areas. Truck traffic on commercial sections of Third Street is also considered detrimental to the neighborhood serving character of these sections. Automobile traffic generated by Candlestick Park on residential streets before and after sporting events is another source of irritation to South Bayshore residents.

Outside of the adverse impacts caused by truck traffic and by Candlestick Park, the overall level of vehicular traffic flow in South Bayshore appears to be better than in most districts of San Francisco. The capacity of the roadway system in relation to traffic volume is adequate at key intersections of the system. Existing public transit services are also adequate, although direct connections to BART stations and some areas of the city are somewhat indirect due to irregular street patterns and topography.

Nevertheless, improvements to existing transportation facilities and services are needed in order to address existing transportation problems and accommodate likely increases in population and commercial and industrial activity. Future growth is likely to generate the need for:

- improved measures to separate truck traffic from neighborhood residential and commercial areas, particularly with the proposed buildup of a new residential population between the Candlestick Point State Recreation Area and South Basin.
- improved measures to restrict Candlestick Park generated traffic from surrounding residential

areas and from the proposed new housing at Executive Park.

- improved measures to provide for the transportation needs of the Hunters Point Naval Shipyard assuming the build-up of a residential community of 1500 dwelling units and a possible military/civilian workforce population of 6,000 people.
- improvements in public transit service to accommodate the increased residential and worker population of South Bayshore, including consideration of an extension a light rail system along the Third Street corridor.
- improved paratransit services to meet the needs of an increased elderly population.
- improvements in parking conditions, especially along Third Street, to accommodate more intense pedestrian-oriented and neighborhood serving retail activity between McKinnon and Revere Avenues and a proposed increase in use activity along the other sections of Third Street.
- improvements in bicycle and pedestrian pathways to accommodate a more dense residential population and to take advantage of the potential opportunities that South Bayshore offers for varied urban experiences from a pedestrian perspective.

OBJECTIVE 1

DEVELOP A COMPREHENSIVE AND COHERENT SYSTEM FOR RESTRICTING THE INTRUSION OF TRAFFIC FROM INDUSTRIAL AREAS AND CANDLESTICK PARK INTO NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 1

Establish truck routes between industrial areas and freeway interchanges so as to direct truck traffic away from neighborhood areas.

Implementation Actions

- 1) Support construction of the I-280 Islais Creek interchange to provide direct freeway access for trucks serving India Basin and the Port of San Francisco.
- 2) To the maximum extent feasible, direct through traffic on Third Street to I-280, US101, or Bayshore Boulevard.
- 3) Improve Ingalls Street and Carroll Avenue as truck and Candlestick Park serving streets. Encourage improved enforcement of restrictions against use of residential streets by these vehicles. Design future developments in this vicinity to minimize potential for vehicular and land use conflicts with truck and stadium traffic.

POLICY 2

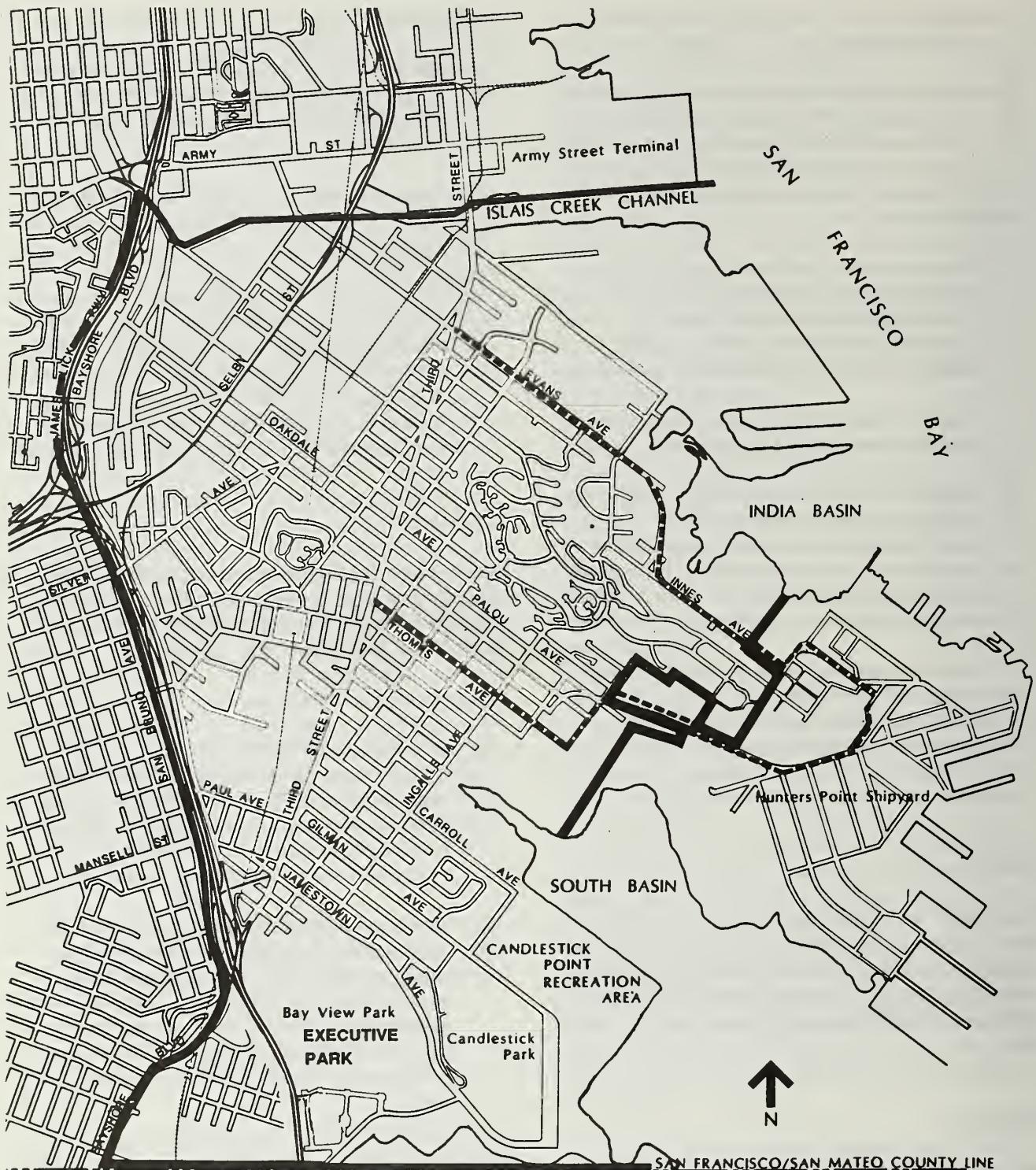
Develop and implement subarea transportation plans to meet future and potential service needs generated by Candlestick Park and the Hunters Point Naval Shipyard.

Implementation Actions

- 1) Monitor implementation of the Candlestick Park Transportation Plan and revise as appropriate to anticipate future transportation needs and conflicts that could be generated by the full build-out of Executive Park and other new development activity.
- 2) Develop a subarea transportation plan for the Hunters Point Naval Shipyard when and if proposals are made for large increases in residential and workforce populations. This subarea transportation plan should seek to effectively integrate this traffic into the overall transportation system for South Bayshore with minimal disruption.

OBJECTIVE 2

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF GOODS AND PEOPLE, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.



**South Bayshore
PROPOSED THOROUGHFARE THROUGH HUNTERS POINT SHIPYARD**

Figure 15



Shipyard Boundary



Proposed Thoroughfare

POLICY 1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and workforce population in the district increases.

Implementation Actions

- 1) Maintain Third Street, Army Street, Bayshore Boulevard, Hunters Point Boulevard, Innes Avenue and Harney Way as "Major Thoroughfares."
- 2) Add Carroll Avenue to the "Secondary Thoroughfare" category that currently includes: Evans Avenue, Oakdale Avenue west of Third Street, Silver Avenue, and Industrial Avenue.
- 3) Encourage necessary levels of enforcement to limit speeding and enhance community safety on problem streets such as Silver Avenue.
- 4) Maintain the convenient access to other parts of the city and region provided by the Southern Embarcadero (I-280) and James Lick (US 101) Freeways.
- 5) Coordinate with Department of Public Works on planning street improvements to anticipate and accommodate future growth in South Bayshore.

POLICY 2

Plan and implement improvements in public transit services to anticipate the needs of an increasingly larger and more diverse residential and work force population in South Bayshore.

Implementation Actions

- 1) Upgrade neighborhood feeder bus services, extending lines to provide non-transfer services to BART stations and to key destinations in western parts of the city.

POLICY 3

Consider extension of light rail transit through South Bayshore as a way of improving linkages to other parts of the City and region; thereby offering South Bayshore residents easier access to the diverse employment, residential, cultural, and recreational opportunities offered in these other areas.

Implementation Actions

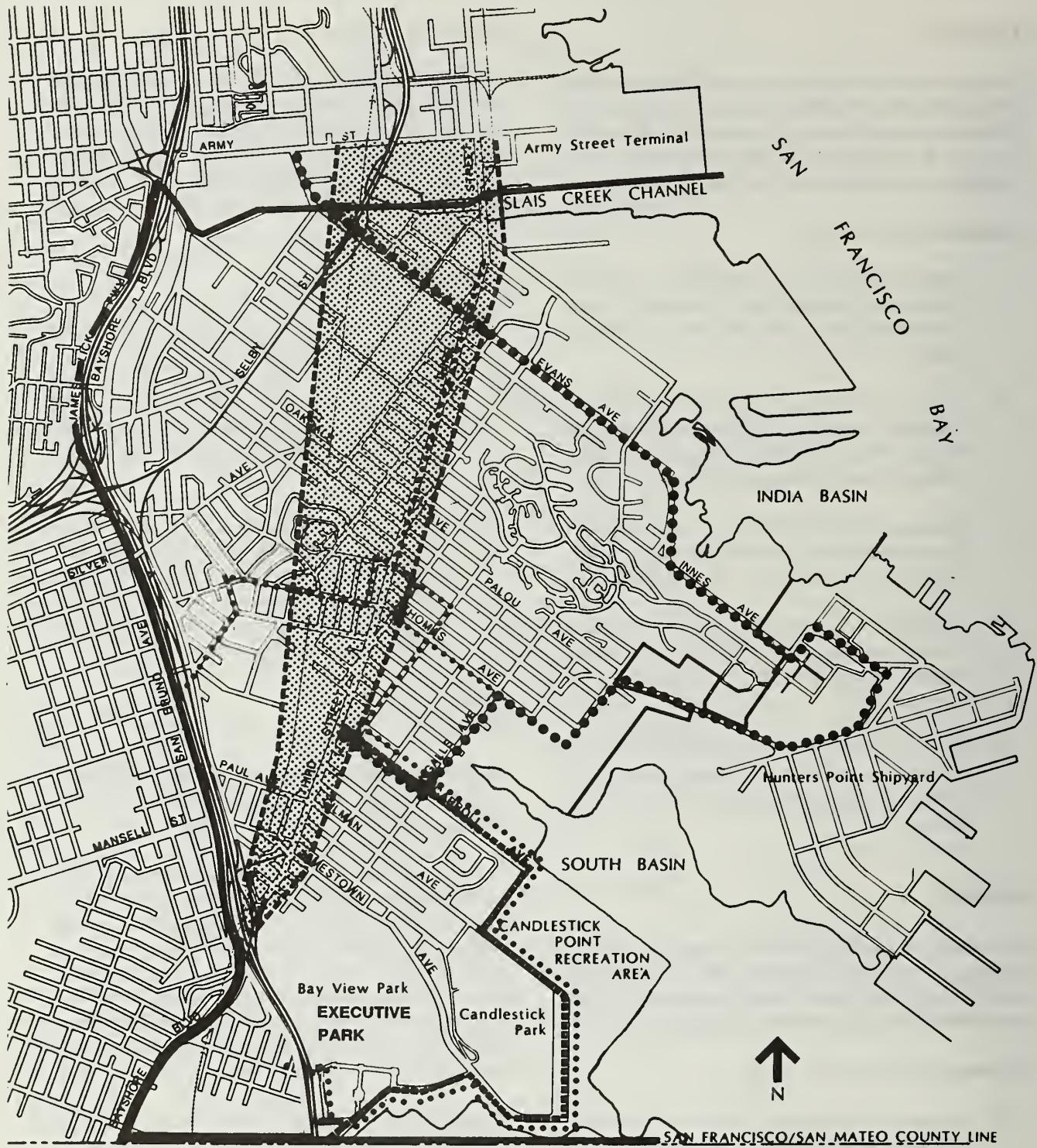
- 1) Participate in MUNI study of proposal to extend light rail through South Bayshore to assure that what may be developed will be consistent with the objectives of the South Bayshore Area Plan, particularly the objectives and policies of the land use, housing, commerce, and industry elements.
- 2) Participate in study efforts to upgrade transit services on the Southern Pacific-Caltrain right-of-way through San Francisco to assure that any such plan that may be developed will be consistent with the objectives and policies of the South Bayshore Area Plan.

POLICY 4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. However, the greater priority of street parking needs in other neighborhood commercial districts of the city, which are denser and more actively utilized, makes it unlikely that a public off-street parking facility will be developed in the Third Street commercial core in the foreseeable future.

One alternative is to use the parking space of some of the churches along Third Street, since they tend to be underused during the regular business hours of most commercial establishments. A plan to use church parking lots would require written agreements between affected merchants and churches. Such a plan would have to satisfactorily address issues related to maintenance costs and insurance liabilities.



South Bayshore SOUTH BAYSHORE TRANSPORTATION PLAN

Figure 16

Possible Rail Transit Corridor

1

Signed Bikeways

1

Truck Route Serving Industrial Areas

1

Candlestick Park Access Routes

Implementation Actions

- 1) Have appropriate city staff work with interested merchants and ministers along Third Street to develop and implement a plan for using church parking places as off-street parking lots for commercial establishments.
- 2) Provide stricter enforcement of metered parking regulations along Third Street in order to encourage short-term parking by shoppers instead of long-term parking by merchants and employees.

POLICY 5

Implement a comprehensive system for pedestrian and bicycle circulation that provides safe and convenient access through each subarea of South Bayshore.

South Bayshore is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the Master Plan. Figure 16 shows the bicycle plan.

Implementation Actions

- 1) Work with appropriate City departments to develop and maintain a comprehensive pedestrian and bicycle circulation system for South Bayshore. Special attention should be paid to pedestrian linkages across the physical barriers formed by freeways which separate South Bayshore from the rest of San Francisco, and to bicycle facilities which serve recreational and educational facilities.
- 2) Seek out support of appropriate federal and state agencies to assist in implementation of plan.

HOUSING

CONSERVE EXISTING HOUSING AND HOME-OWNERSHIP PATTERNS; PROMOTE MAJOR GROWTH IN NEW HOUSING AT PRICE LEVELS, TYPES OF CONSTRUCTION, AND LOCATIONS THAT OFFER MAXIMUM CHOICE TO A MAJORITY OF EXISTING SOUTH BAYSHORE RESIDENTS.

Background

South Bayshore contains 8,155 dwelling units and approximately 23,330 residents. Most of the housing stock, sixty-one percent, was built prior to 1949 and is of sound construction. This older housing generally consists of one story flats over a garage. Along Third Street there are six residential hotels containing a total of 115 units.

South Bayshore has a significant number of new housing units. Over 660 new units were constructed between 1980 and 1986. Most of these new units are located on Hunters Point Hill and Silverview Terrace. In addition, South Bayshore has 935 public housing units and over 1,000 lower income units where the rents are subsidized through the Section 8 Program administered by the Department of Housing and Urban Development (HUD). The public housing occurs in two locations - on Hunters Point Hill and in the flatland areas near Candlestick Park and South Basin. The projects on Hunters Point Hill have been modernized or rehabilitated within the past ten years. The project near Candlestick Park and South Basin, Alice Griffith, is scheduled to be improved within the next five-to-seven years.

Except for residential hotels, all of the residential areas, public and private, in South Bayshore have a strong family orientation. The average household size in the district is more than one-third larger than that of the city as a whole. Most of these households are families. Single member households and households of unrelated individuals constitute only 8.4% of its population compared to 23.3% for the City as a whole. South Bayshore residents also show a marked degree of residential stability. A much higher percentage than the city as a whole has lived in the same house for the past five years or more.

The primary housing issue facing South Bayshore both now and for the future is affordability. Affordability underlies other issues related to housing conservation and new housing growth. It affects many different segments of the South Bayshore population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and find a way of encouraging greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units. The HUD contracts under which the rents for these units are

subsidized are due to expire at various points over the next 15 years. If no way is found at the federal level to avoid this expiration, close to 3,000 South Bayshore residents could face substantial rent increases or displacement by the year 2000.

Affordability is also a major issue facing moderate income homeowners in South Bayshore. Many older residents bought their homes after World War II when property was inexpensive and jobs plentiful. Over subsequent years, while the value of their properties has increased, it has not increased at as large a rate as property has in most other parts of the city. Nonetheless, because of the extraordinary increase in real estate prices over the past fifteen years, particularly in San Francisco, and because of the deteriorating employment situation of many South Bayshore residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: the need to maintain affordability among existing housing units while improving their overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the income levels that prevail in the district.

Moderate income housing (housing affordable to households at 120% of median by HUD affordability standards) is beyond the reach of most Bayview Hunters Point residents. To be affordable to most Bayview households, ownership housing should be affordable to households earning an amount equal to the City's median income, and rental housing should be affordable to households earning an amount equal to fifty percent of the City's median income. At these levels ownership housing would cost \$125,000 in 1988 prices and rental housing would rent from \$400 and \$650 a month depending on household size.

A major new housing development program can help to address many of the housing issues in South Bayshore. New housing at appropriate densities and locations would not diminish the liveability and family orientation of existing neighborhoods. It could in fact help to improve the overall quality of these neighborhoods by giving them a more definable residential character, particularly where they are surrounded by marginally used land. Also, to the extent that new housing helps to bring healthier economic uses to Third Street, this improves the character and image of the district as a whole. The biggest challenge is to make a significant portion of the new housing affordable at income levels

that prevail in South Bayshore. Meeting this challenge will require a citywide effort to develop new affordable housing that takes advantage of tax increment financing and other mechanisms to provide the subsidies that will be needed to have an impact in South Bayshore.

OBJECTIVE 1

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 1

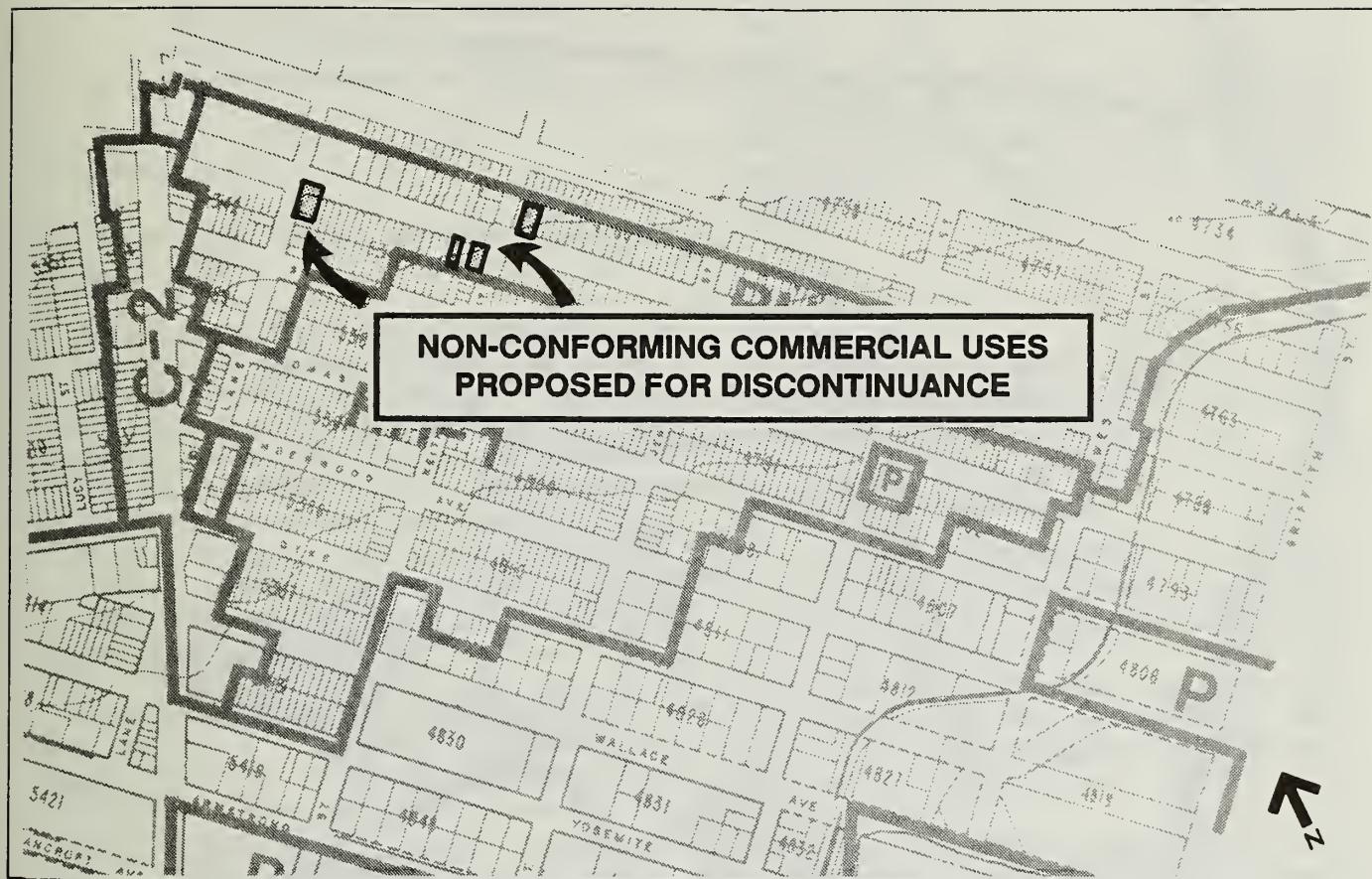
Preserve and enhance the character of existing low density residential neighborhoods.

Most residential areas in South Bayshore are zoned for single family and two unit homes. This is consistent with the existing building scale in these areas. To maintain this existing scale, new infill housing should conform to existing residential patterns in terms of bulk, setbacks, height, and design.

One of the primary problems affecting the overall residential quality of some areas is the nonconforming limited commercial establishments on or adjacent to solid residential blocks. These establishments, typically consist of 'mom and pop' stores selling alcoholic beverages and provide a habitue for loitering and public drinking. They should be phased out.

Implementation Actions

- 1) Maintain RH-1 and RH-2 zoning in existing residential areas. Adapt guidelines to preserve scale.
- 2) Rezone vacant RM area on Bayview Hill to RH-1 or RH-2. High density development of this site would be in conflict with the open space and natural quality of the hill and adjacent RH-1 and RH-2 residentially zoned neighborhoods.
- 3) Provide for gradual elimination or conversion of limited commercial non-conforming establishments on Revere Street through Section 185 of the Planning Code. Affected parcels by Assessor Block/Lot numbers include: 5341/27; 5341/1B; 5341/1; 4760/11A; and 4788/15. See Figure 17.



**South Bayshore
REVERE STREET**

Figure 17

- 4) Rezone CM and NC-1 parcels on Fitzgerald Avenue between Third and Ingalls to RM-1. Discontinue commercial uses. Affected parcels by Assessor's Block/Lot numbers include: 4913/3, 4-6; 4913/28; and 4914/13. See Figure 12.
- 5) Buffer and better delineate the residential and industrial boundaries.
- 6) Work with the Mayor's Office of Housing and Office of Community Development to develop special rehabilitation programs which support residents efforts to maintain their homes in older residential areas. Expand the use of existing low interest and deferred payment loan programs by South Bayshore residents. If there is strong neighborhood support, develop a residential paint improvement program.

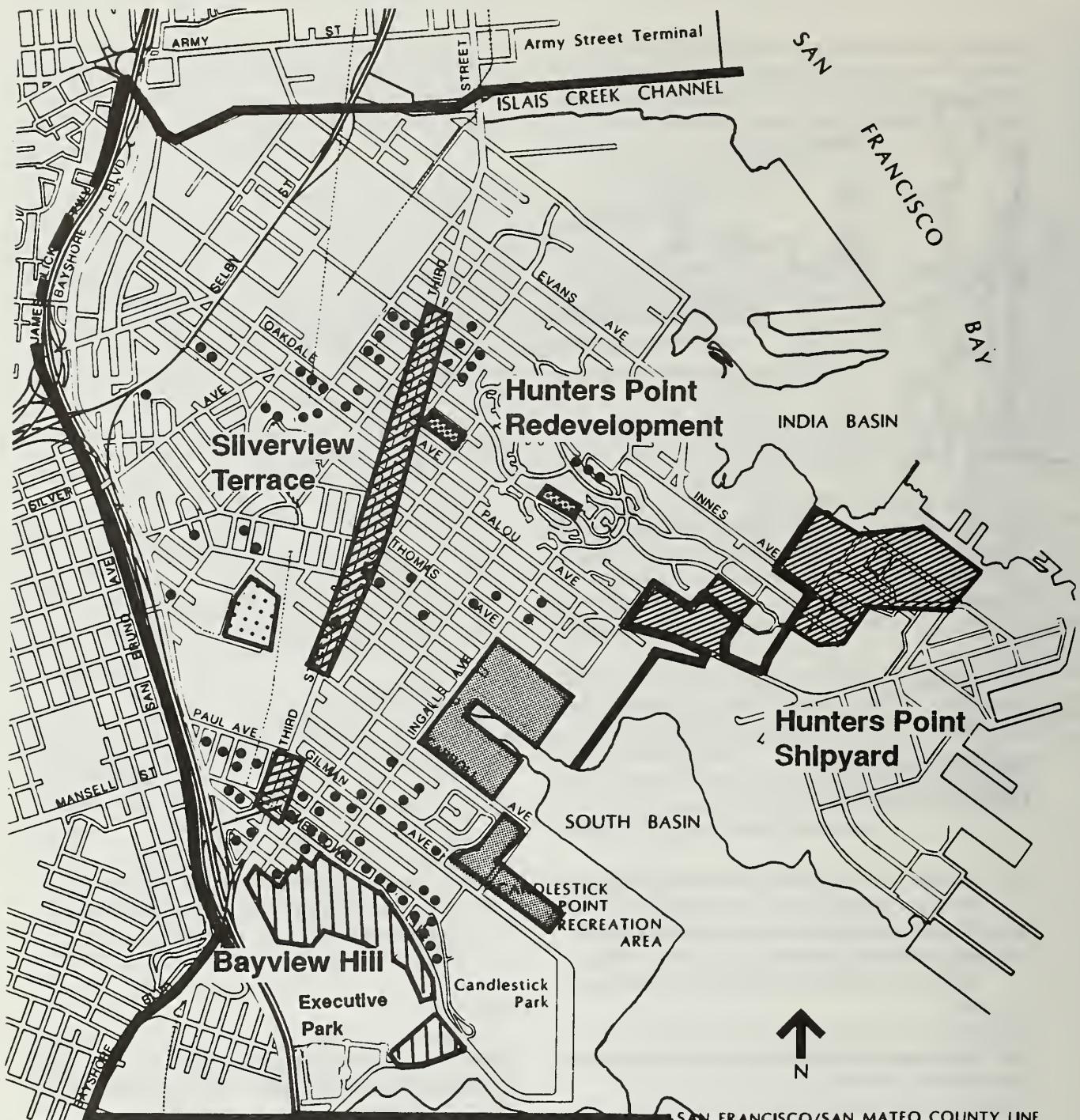
- 7) Provide outreach housing information assistance to South Bayshore residents from a centrally located office on Third Street.

POLICY 2

Conserve the existing supply of lower income housing subsidized through Section 8 and other HUD programs.

Implementation Actions

- 1) Work at a citywide level to influence federal housing policies to come up with a means of extending subsidies and avoiding displacement.
- 2) Obtain agreements from non-profit housing organizations which own and operate Section 8 housing projects to guarantee the continued affordability of this housing.



South Bayshore HOUSING OPPORTUNITY AREA

Figure 18

The legend consists of seven entries, each with a small square icon followed by a label. The icons represent different land uses or features:

- Infill Vacant Site: A solid black dot.
- U.S. Shipyard Properties: A square divided into four quadrants by diagonal hatching.
- State Park Perimeter: A solid black horizontal bar.
- Vacant School Sites: A square divided into four quadrants by a dotted pattern.
- Bayview Hill: A square divided into four quadrants by diagonal hatching.
- Potential Industrial Reuse Sites: A square divided into four quadrants by vertical dots.
- Third Street: A square divided into four quadrants by horizontal hatching.

- 3) Assist non-profit housing corporations to acquire those for-profit Section 8 housing projects which will terminate in the near future.

POLICY 3

Conserve and enhance the existing supply of public housing.

Conserving the existing supply of public housing is essential to meeting the needs of the low income population in South Bayshore. Maintenance is a major issue affecting such conservation. Many of the units in the projects on Hunters Point Hill which were rehabilitated or modernized within the past ten years have already deteriorated and stand vacant and boarded up. Efforts to obtain funding for further improvements should be linked to programs to improve residents' attitudes toward their housing and increase their participation in maintenance.

Implementation Actions

- 1) Work with Housing Authority officials to increase federal funding for modernization and develop innovative programs for improving tenant efforts to maintain the housing. Explore the feasibility of developing a tenant maintenance employment program and potential cooperative ownership. Explore appropriateness of having non-profit housing group manage public housing projects.
- 2) Coordinate expected rehabilitation of Alice Griffith project with new housing development program in vacant and underutilized parcels in and surrounding the project. Encourage Housing Authority to utilize development of vacant parcel on Alice Griffith site as an affordable housing development site within the overall context of the new housing development program.
- 3) Increase social support services in recreation, education, employment, and shopping facilities to public housing tenants; link such services to similar services in surrounding residential neighborhoods to help break up social isolation of public housing projects.

OBJECTIVE 2

ENCOURAGE GROWTH IN NEW AFFORDABLE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 1

Encourage development of new affordable low density housing around the perimeter of the Candlestick Point State Recreation Area.

Implementation Actions

- 1) Support creation of an affordable housing development program for South Bayshore through tax increment financing and other mechanisms.
- 2) Rezone vacant and underutilized land around State Recreation Area to moderately low density housing. (See Figure 4 and Table 2 for affected blocks and parcels.)
- 3) Explore desirability of permitting higher densities for projects having a percentage of the units affordable to lower income Bayshore residents.
- 4) Develop residential design guidelines and provide opportunities for community review to assure that future residential development is of the highest quality possible. Develop minimum design standards for affordable low cost housing and cost effective measures which enhance the overall housing quality.

POLICY 2

Explore feasibility of developing new multi-family housing along Third Street to help revitalize the street.

Implementation Actions

- 1) Work with public/private partnership proposed on this plan to guide revitalization of Third Street; include selected portions of Third Street as primary target areas for an affordable housing development program.

- 2) Give consideration to elderly housing and moderately priced rental apartments as a means for initial introduction of new multi-family housing on Third Street.
- 3) Encourage development of underutilized and vacant parcels fronting on Third Street.

POLICY 3

Encourage residential development of vacant infill sites throughout the district.

Implementation Actions

- 1) Identify all the vacant housing sites in the district as housing opportunity sites to be developed.
- 2) Work with the Mayor's Office of Housing, the San Francisco Redevelopment Agency, and non-profit housing groups on a program to encourage development of the large vacant residential sites where affordable housing can be constructed and the equity position of moderate income owners of vacant residential sites can be enhanced.

POLICY 4

Encourage development of housing in certain areas of Hunter's Point Naval Shipyard and on other surplus, underused, and vacant public lands suitable for residential development.

Implementation Actions

- 1) The opportunity for moderate income housing development in areas of the Naval Shipyard should be pursued even if the battleship Missouri does not relocate there. This site can accommodate some of the regional demand for housing among navy families.
- 2) Vacant surplus public school sites should be studied for potential housing development.

POLICY 5

Assure a significant portion of the new private housing constructed in South Bayshore can be afforded by lower income households and existing housing maintains its affordability to lower income households.

South Bayshore has numerous vacant sites that provide opportunities for new housing development. Public efforts to stimulate development of these sites should be designed to assure that a significant percentage of the new housing is affordable to South Bayshore residents. Existing housing may also provide opportunities for affordability. Many single family houses in South Bayshore consist of one story flats over a garage where secondary units can be economically accommodated. Secondary units are generally affordable to lower income households.

Implementation Actions

- 1) Develop an affordable housing financing program that can be used by housing developers of scattered vacant lots.
- 2) Avoid impaction by requiring that the City's very low income housing needs are met not only in South Bayshore but in other districts of the City as well.
- 3) Encourage the dispersal of affordable housing units with market rate units where possible.
- 4) Encourage participation by reliable and capable non-profit housing developers in affordable housing construction projects in South Bayshore.
- 5) Explore creation of a secondary unit housing district in RH-1 and RH-2 areas where residents support such housing, where units can be accommodated largely within existing buildings, and where on-street parking is not a problem. South Bayshore contains areas of single family housing, one story over garage, where secondary units can be economically accommodated.

COMMERCE

IMPROVE THE VITALITY OF SHOPPING AREAS AND ATTRACT COMMERCIAL INVESTMENT FOR THE GREATER CONVENIENCE OF THE PEOPLE WHO LIVE AND WORK IN SOUTH BAYSHORE.

Background

South Bayshore has over 567 commercial establishments. These establishments are dispersed throughout South Bayshore, but the greatest concentrations occur along Bayshore Boulevard and Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumber yards and hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and is economically healthy. Third Street, running through the middle of the district, is neighborhood-serving in orientation. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it is relatively insulated from other parts of the city and region and is not likely to attract a larger outside market.

The primary challenge facing the commercial sector in South Bayshore is stimulating sufficient private investment interest in healthy economic uses on Third Street. These uses would replace overconcentration of liquor stores and other unhealthy uses that have built up over the last fifteen years. There is also a need for commercial uses in the district to be distributed in a locational pattern that provides convenient access to essential retail services for all residential neighborhoods.

OBJECTIVE 1

ENCOURAGE NEW COMMERCIAL GROWTH TO LOCATE IN THE EXISTING COMMERCIAL CORE SECTION ALONG THIRD STREET. ENCOURAGE COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

POLICY 1

Make the commercial blocks on Third between McKinnon and Revere Avenues the center of new commercial growth.

This section of Third Street is the logical heart of neighborhood serving retail uses. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard. Also, the historic Opera House is located in the middle of this area, thereby offering a potential for attracting cultural and social activities to complement increased retail vitality. The Opera House should serve as the hub for commercial revitalization.

POLICY 2

Make the adjacent sections of Third Street - particularly the blocks between Fairfax and McKinnon and between Revere and Yosemite — growth centers for complementary uses.

Implementation Actions

- 1) Establish an overall land use framework to guide a public/private partnership for stimulating revitalization of Third Street. As shown in Figure 9, this framework designates Third Street between McKinnon and Revere Avenues as the commercial core and the surrounding blocks as centers for growth in complementary uses to help build up the commercial core.
- 2) The issues to be addressed by the public/private partnership are described under Policy 1 of Objective 2 of the Land Use Element.
- 3) Change the NC zoning of the proposed commercial core area from NC-3 to NC-2 to make it more compatible with the neighborhood serving retail function of Third Street. Change the height limit from 105 feet to 40 feet, as shown on Figure 8.

OBJECTIVE 2

ENCOURAGE ADEQUATE AND APPROPRIATE LOCATIONAL DISTRIBUTION OF COMMERCIAL USES TO ASSURE THAT ALL SOUTH BAYSHORE RESIDENTS ARE WITHIN WALKING DISTANCE OF ESSENTIAL RETAIL SERVICES.

POLICY 1

Develop secondary nodes of commercial activities at sufficient locations to assure all South Bayshore residents are within walking distance of essential retail services.

Implementation Actions

- 1) Designate the following locations as secondary nodes of commercial activity; the commercial area on Innes Avenue between Earl and Hawes Avenues; the commercial area on Gilman Avenue between Hawes and Fitch Avenues; Third Street between Gilman and Jamestown Avenues; the proposed commercial site on Kiska Road in the Hunters Point Redevelopment Area.
- 2) Maintain existing CM zoning on Innes between Earl and Hawes.
- 3) Maintain existing NC zoning on Gilman between Hawes and Fitch.
- 4) Maintain Third Street between Gilman and Jamestown as a commercial zone, but downzone it from NC-3 to NC-1 to make the zoning more compatible with the neighborhood-retail services it would provide to the Bayview Hill community.
- 5) Promote housing over commercial as a way of attracting development to the Kiska Road redevelopment site on top of Hunters Point Hill.

POLICY 2

Create a small neighborhood commercial area within the proposed new residential area along the perimeter of the Candlestick Point State Recreation Area to assure that residents have convenient access to essential retail services.

OBJECTIVE 3

IMPROVE ABILITY OF EXISTING LOCAL MERCHANTS TO SUCCESSFULLY CAPTURE THE NEW MARKET POTENTIAL THAT COULD COME TO SOUTH BAYSHORE THROUGH MAJOR INCREASES IN HOUSING AND POPULATION.

POLICY 1

Assist local merchants and other interested residents in playing a major role in the commercial revitalization of South Bayshore.

Implementation Actions

- 1) Work with the Mayor's Office of Business and Economic Development to provide business education workshops and programs to local merchants and entrepreneurs on a periodic basis.
- 2) Utilize the community-based Urban Economic Development Corporation to provide technical and financial assistance to local merchants and entrepreneurs.

INDUSTRY

MAINTAIN AND ENHANCE EXISTING INDUSTRIAL AREAS TO BETTER MEET THE CITY'S AND SOUTH BAYSHORE'S NEEDS; ACHIEVE A CLOSER LINKAGE BETWEEN THE EMPLOYMENT AND INVESTMENT OPPORTUNITIES CREATED IN THE INDUSTRIAL AREAS AND THE EMPLOYMENT AND ENTREPRENEURIAL NEEDS IN THE BAYVIEW HUNTERS POINT COMMUNITY.

Background

South Bayshore's subareas are shown in Figure 1. The subareas which have industry as the primary land use include: Northern Industrial, India Basin, South Basin East, and South Basin West. Together these industrial areas contain over 500 establishments and provide over 15,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well being and future of South Bayshore as well as the city as a whole.

The Northern Industrial and India Basin subareas are oriented toward heavy industry and heavy commercial. Physically removed from the primary residential areas of South Bayshore, India Basin in particular is more directly linked to the adjacent heavy industrial uses in the Central Waterfront above Islais Creek immediately outside the boundaries of South Bayshore. Growth in South Basin is circumscribed by surrounding residen-

tial areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas. The vacant Lucky Lager brewery in South Basin West provides a major opportunity site for light industrial or heavy commercial development.

The other industrial area - the Hunters Point Shipyard - is federal property. Local influence over the use of the Shipyard is limited. Nonetheless, the facility is potentially of strategic importance to the industrial economy of South Bayshore and the city. Occupying over 700 acres, it is the single largest industrial area in the district. Although it potentially does not dominate the South Bayshore economy to the extent that it did when it was fully utilized by the navy as a major ship repair facility during World War II and the early post war years, it nonetheless is analogous to an anchor tenant for the district. By virtue of its size and the nature of its facilities, it has the potential to be a major source of employment in higher paying union jobs and could have a spread effect in stimulating increased business activity and revenues for surrounding smaller industrial and commercial establishments. At a citywide level it has the potential to salvage the City's ship repair industries during a period of retrenchment when the city and the country has lost their competitive edge in these industries to places abroad. Full utilization of the shipyard for maritime industrial uses is strategic to maintaining diversity in the San Francisco economy.

Another major issue in the industrial sector deals with the need to increase access by Bayview Hunters Point residents and business persons to the employment and investment opportunities generated in the industrial areas. The industrial growth occurring in India Basin over the past ten years has had little apparent impact in meeting the employment needs of local residents. Labor force participation rates have decreased dramatically during the period that new development has come to India Basin and other industrial areas in the district. Increasing local employment in nearby industrial efforts will require a greater effort by both employers and local community representatives. Employers should become more conscious of an obligation to respond to local employment and income needs. Local community representatives, such as the Young Community Developers job training agency and the Southeast Community College Center, are working to prepare local residents to take advantage of job opportunities. They should be supported in their efforts.

Another potential source of increased job opportunities is housing construction, assuming South Bayshore becomes a major area of housing opportunity sites that could open up significant job opportunities in trades related to housing construction. Mechanisms to assure maximum job opportunities should be included as a part of any city-sponsored program to develop new housing.

OBJECTIVE 1

STRENGTHEN THE ROLE OF SOUTH BAYSHORE'S INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT AND THE CITY AS A WHOLE.

POLICY 1

Encourage utilization of vacant parcels and buildings in South Basin light industrial area.

Implementation Actions

- 1) Maintain M-1 zoning for South Basin.
- 2) Work with Mayor's Office of Economic and Business Development to attract new development at the old Lucky Lager brewery site in South Basin West.

POLICY 2

Promote full utilization of the maritime zone of the Hunters Point Naval Shipyard as a major ship repair or related industrial maritime facility.

Implementation Actions

- 1) Participate in citywide effort to attract major industrial development to the shipyard that can provide higher paying blue collar job opportunities to residents of South Bayshore and the City as a whole.
- 2) Work with unions to increase access by local residents to higher paying union trades that would benefit from full industrial utilization of the shipyard.

OBJECTIVE 2

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 1

Encourage major employers to meet with and enter into agreements with representatives of appropriate local community organizations to increase local employment in nearby industries.

Implementation Actions

- 1) Explore use of contractual agreements between City and developers of industrial and commercial facilities with ten or more employees to establish an enforceable process for making construction and permanent jobs available to qualified Hunters Point residents. Agreements would also establish process for use of local contractors and firms for construction and procurement activities. City could work through Young Community Developers to implement employment provisions.
- 2) Ensure that any financial or technical assistance provided by the City for a new industrial or commercial development of ten or more employees is conditioned by local employment and business opportunity provisions that are targeted for the Bayview Hunters Point community.
- 3) Require new commercial and industrial developers and employers to participate in a centralized employment brokerage program established to assist employers in locating qualified workers from Bayview Hunters Point.

POLICY 2

Strengthen community job training and education efforts to assure greater access to employment and business opportunities in industrial areas.

Implementation Actions

- 1) Increase outreach efforts by community job training entities, such as Young Community Developers and the Southeast Community College Center, to local residents, giving special priority to residents in public housing projects.
- 2) Assist Young Community Developer efforts to maintain a comprehensive and current list of available job opportunities and 'job-ready' local residents.
- 3) Work with Mayor's Office of Community Development (OCD) to ensure that employment and training needs of Bayview Hunters Point residents are taken into consideration in OCD's development of recommendations to implement the job provisions of Proposition M.

POLICY 3

Encourage business persons from Bayview Hunters Point to play a larger role in the industrial sector of South Bayshore.

In the recent past, the business community in Bayview Hunters Point has focused most of their interest in business opportunities on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third and the excess supply of existing commercial space. Potentially the industrial sector of South Bayshore offers much larger business opportunities than the commercial sector. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

Implementing Actions

- 1) Encourage the Mayor's Office of Business and Economic Development to convene a series of educational workshops with the local business community on potential business opportunities in the industrial sector and how local businesses might take advantage of them.

2) Encourage the Urban Economic Development Corporation to work with the local business community to develop and implement a plan to establish an incubator industry program in the South Bayshore industrial area. Such a program could be linked to Young Community Developers and the Southeast Community College to provide job opportunities for local young people.

URBAN DESIGN

ENHANCE SOUTH BAYSHORE'S POSITIVE FEATURES; GIVE DEFINITION TO IT'S SUBAREAS; AND UNIFY IT VISUALLY.

Background

South Bayshore has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive features are understated. They become overwhelmed by such things as unsightly commercial and industrial buildings, intrusive truck and automobile traffic and 'blank' land and building spaces that have no definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of South Bayshore as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded up storefronts, and the general scene on most blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become very important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

OBJECTIVE 1

ENHANCE POSITIVE FEATURES OF THE DISTRICT.

POLICY 1

Better articulate South Bayshore's open space areas by building up the areas around them.

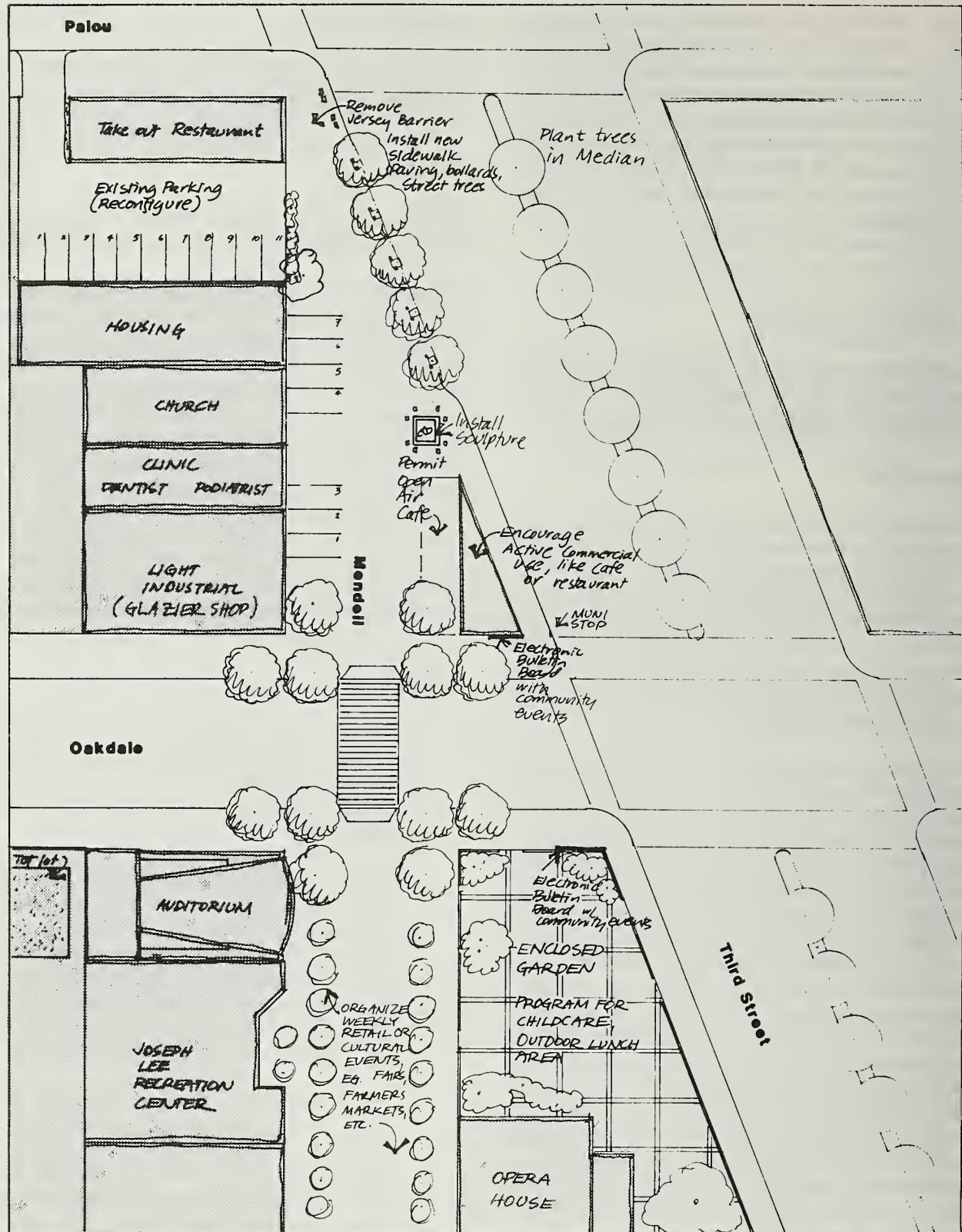
South Bayshore has a unique assortment of public open space areas, including Bay View Hill Park, Hilltop Plaza, Youngblood Coleman Playground, the Candlestick Point State Recreation Area, and the Bayview Farm. Yet some of these areas do not stand out visually, and some are not fully accessible to the community. Part of this is due to the fact that those like Bay View Hill and Candlestick Point State Recreation Area, are not fully developed as public open space areas. In addition, the surrounding privately owned property around them is not adequately built up. Construction of more housing and development of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote increased utilization.

Implementation Actions

- 1) Work with the State Department of Parks and Recreation and the Friends of Candlestick on scheduling and design of improvements to the State Recreation Area and on attracting appropriate adjacent uses to the Recreation Area.

While the State has developed a master plan for development of the entire park site, only a small percentage of Candlestick Point State Recreation Area is developed for recreational purposes. The City and community should work with the State Department of Parks and Recreation and the Friends of Candlestick on scheduling development of the remainder of the park.

As privately owned property adjacent to the Park is developed or redeveloped, the City will work with private property owners to attract appropriate uses to these sites, and ensure that the development is suitably designed for its location adjacent to the Recreation Area.



**South Bayshore
THIRD AND MENDELL, URBAN DESIGN FRAMEWORK**

Figure 19

- 2) Work with City Recreation and Parks Department on future improvements to Bayview Hill Park and on attracting appropriate adjacent uses to the Park.

Vehicular access to Bayview Hill Park is currently provided by a single road right-of-way, which is often closed due to landslides. While there is some other pedestrian access to the park, it also is limited because of the lack of nearby development. The park itself is essentially an undeveloped hilltop park with excellent views of the City, the downtown, and the Bay region.

It may be possible to activate park use by appropriate development along the park borders; the land is now primarily undeveloped. There is the potential to devote some land north of the park to residential development. In addition, Executive Park, the office development project directly south of Bayview Hill may attract more users to the site. As a condition of development, the sponsors of Executive Park are required to install additional trails up to the park, primarily for employee use.

- 3) Work to implement the Board of Supervisors resolution supporting preservation of the Bayview Farm site for agricultural purposes and for some limited amount of elderly housing.

POLICY 2

Develop an urban design treatment to improve the visual quality of Third Street around the Opera House.

Third Street between McKinnon and Revere Avenues is proposed to be the primary commercial and activity center for South Bayshore. Although Third Street is a major vehicular thoroughfare, the building scale is pedestrian-oriented. This orientation should be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and inviting for leisure shopping and for cultural and social events. The two small triangular blocks that exist in this section of Third might play a useful role in this regard. Presently one of these blocks is vacant, and another has a small building that is underutilized. Perhaps some use

can be found for the area that would help to make the Third Street commercial core more desirable as a place for intense pedestrian-oriented commercial and cultural activities. Figure 19 provides a sketch of how this section of Third Street might be made more attractive and vibrant.

Implementation Actions

- 1) Develop an urban design plan for strengthening and enhancing the pedestrian orientation of Third Street between McKinnon and Revere with the Opera House serving as the hub of pedestrian activity.
- 2) Coordinate implementation of the plan with efforts to attract healthier economic uses to the street. Provide design controls for commercial and residential development on Third Street.

OBJECTIVE 2

IMPROVE DEFINITION OF THE OVERALL URBAN DESIGN OF SOUTH BAYSHORE.

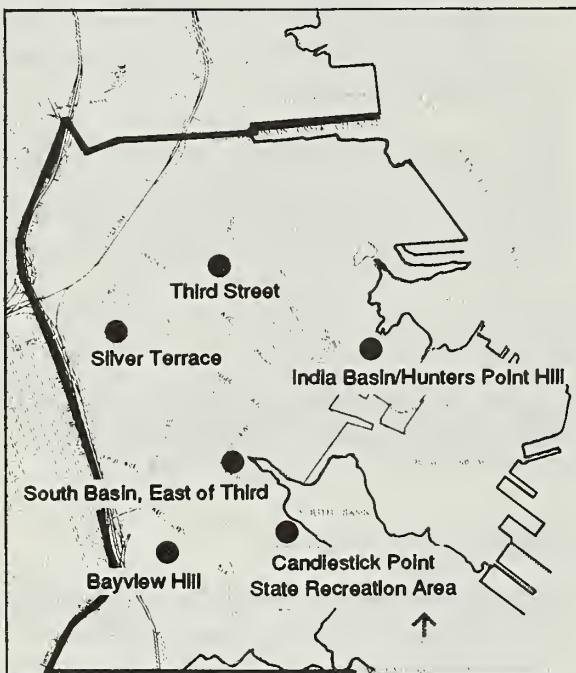
POLICY 1

Recognize and enhance the distinctive qualities of South Bayshore as an urban district.

As one of the last areas in San Francisco to experience urban development, South Bayshore has not received the recognition that most other districts in the city have for the distinctive qualities that make up its urban character. South Bayshore is commonly thought of a semi-rural area; yet it is a built-up urban area with a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there were serious land use conflicts between industry and housing in South Bayshore. Today some conflicts remain, but by and large industry and housing, along with commerce and open space, function together as a coherent whole. Efforts to revitalize South Bayshore should be accompanied by efforts to encourage greater recognition and definition of the distinctive urban character of the district, of the diverse uses that make up its subareas and how these subareas interrelate to give a unique urban character to the district as a whole.

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

South Bayshore presents opportunities for design innovation. There is enough developable land among and within its built-up portions for new growth to have a major impact on its overall environmental character. The primary design challenge appears to be that of locating and shaping new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district. Below is a description of some of the areas that help make up the distinctive characteristics of South Bayshore.



DISTINCTIVE AREAS

Figure 20

In any given urban district there are differences of opinion about the precise boundaries of the neighborhoods that make up the district. Nonetheless, the distribution of built-up land uses in South Bayshore dictate a general differentiation of subareas. The major land uses in South Bayshore tend to be distributed in bands that stretch across the width of the district. The northernmost band is given over to heavy industrial and heavy commercial uses. The central band consists of the heart of the residential community, commonly known as Bayview-Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

INDIA BASIN/HUNTERS POINT HILL

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster commingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space areas at the top of the hill offer sweeping views of the industrial side of the bay - Hunters Point Shipyard, the shipyards of Oakland and Alameda - views linked to the industrial-oriented character one experiences in South Bayshore at a pedestrian level.

SOUTH BASIN, EAST OF THIRD

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses on a flat topography with convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and commingling among these diverse uses.

The railroad tracks, apparently unused, separating South Basin's light industrial uses from the residential neighborhoods of Bayview have the potential to serve as a walkway that gives an intimate experience of the 'early industrial city' character pervading this area.

(Distinctive Characteristics Con't.)

CANDLESTICK POINT STATE RECREATION AREA

The state park provides direct public access to the southeast shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Slough.

The park provides a natural ecological environment that offers respite and seclusion from the dense and urbanized sections of San Francisco.

Strong gusty winds along the shoreline during most days tend to encourage scheduled and individualized activities, such as walking, fishing, and wind-surfing.

BAYVIEW HILL

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire South Bayshore area, Downtown, and the bay.

Existing residential neighborhoods reveal an interesting mixture of small cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

SILVER TERRACE

Uniformly developed older residential blocks consisting of one story flats over a garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

THIRD STREET

Third Street has a vibrant intimate pedestrian character, with a warm sunny climate during most days. This character stands out even amid the overconcentration of unhealthy uses and the automobile orientation that presently characterize the street.

The Opera House is uniquely situated to serve as a major activity center that preserves the working class heritage and brings together the diverse social and cultural elements that make up today's community.

Implementation Actions

- 1) Encourage voluntary efforts by citizen groups, schools, and professional associations to describe the positive and negative aspects of South Bayshore and what can be done to make it more pleasant and attractive. One of the most interesting research projects done on South Bayshore is an community history book prepared by a fourth grade class at Saint Pauls of the Shipwreck School in 1987. The book provides a revealing glimpse of how children see their community environment in both positive and negative terms. Similar efforts should be encouraged among citizen and school groups to stimulate residents to see themselves and their community environment in bigger terms. Professional associations, such as San Francisco Chapter of the Institute of Architects, should be encouraged to work with residents on design studies of specific areas in the district.
- 2) Develop information on the unique, positive characteristics of the South Bayshore for dissemination to the public. Organizations such as the Visitors and Tourists Bureau should be encouraged to include Bayview Hunters Point in its public information on San Francisco neighborhoods. These organizations should be provided with balanced information on the diverse characteristics of the South Bayshore district.
- 3) Develop small scale public improvement projects that will enhance the distinctive urban character of the area.

- 4) Link marketing of specific revitalization projects to improved public information on the amenities that exist in the district as a whole. As specific revitalization projects occur in South Bayshore and efforts are made to market new space, these marketing efforts should include information on the variety of amenities, natural and man-made, offered by the district.

POLICY 2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

The large land area and hilly topography of South Bayshore can make it difficult to cover by walking. Bicycling is a convenient alternative for providing a pedestrian-oriented experience of the district. Information about the plan should be made more available to the residents of the South Bayshore.

There may be an opportunity to extend the plan through the South Bayshore, using abandoned rail lines, particularly a rail spur that runs along the edge of South Basin. This should be investigated. In addition, there is an effort to create a trail will run through the South Bayshore. Figure 21 shows the course of the trail through South Bayshore.

Implementation Actions

- 1) Include the signed bikeways plan map for the South Bayshore in the report, and make it more available to more area residents.
- 2) Investigate feasibility of developing abandoned railways into pedestrian pathways. Affected parcels by Assessor's Block/Lot numbers include: 4832/17 & 18; 4846/17; 4851/19, and 4878/17.
- 3) Develop and implement a plan for pedestrian/bicycle pathways linking subareas of South Bayshore with the Bay Trail.

RECREATION AND OPEN SPACE

PROVIDE ADEQUATELY LOCATED, WELL EQUIPPED AND WELL DESIGNED RECREATION FACILITIES; MAKE BETTER USE OF EXISTING FACILITIES.

Background

South Bayshore is more than adequately endowed with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of park land per 1,000 population comes out to approximately 10.36 acres, about twice the City's average of 5.5 acres per 1,000 population. Primary issues deal not so much with the gross amounts of park land as with: the need to increase resident utilization of facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; an apparent imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and maintenance of the facilities.

OBJECTIVE 1

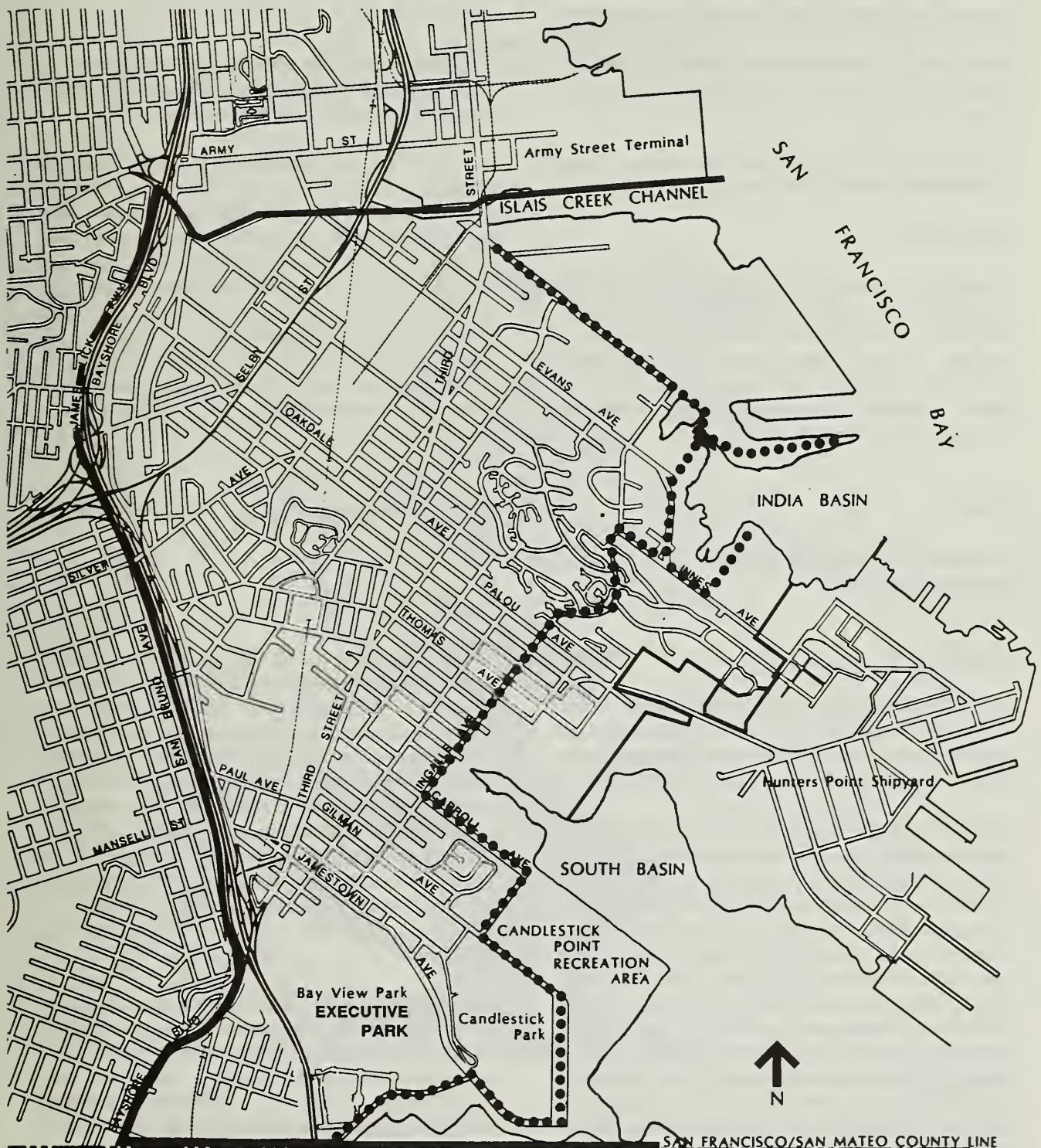
PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAY-SHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

Implementation Actions

This policy will be implemented through the project review process. As projects are proposed to be constructed on privately owned property, staff of the City



South Bayshore PEDESTRIAN TRAIL

Figure 21

Planning Department will review applications. Staff will ensure that zoning code provisions are met. In addition, when development sites are located in sensitive areas, staff and/or the Commission, will attempt to impose additional development controls in order to insure that the development is compatible with surrounding development, and consistent with the City's Master Plan.

In addition, the following plans, now proposed along the shoreline, would be implemented by the City:

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the 155 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds and for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center. The marina would include a

lagoon for sailboats and other non powered craft as well as a restaurant and snack bar.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

The City Planning Department is preparing a detailed plan for a shoreline trail in consultation with other local and state agencies, as part of the San Francisco Bay Trail planning effort. A portion of the trail would wind through the South Bayshore along the shoreline and through new shoreline public open space; portions of the trail will run along public roads and right-of-ways. The City Planning Department will work with other City agencies, local jurisdictions and State agencies to develop funding sources for development and maintenance of the shoreline trail.

POLICY 4

Provide new public open spaces along the shoreline.

Pier 98

Pier 98 is a narrow eleven acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the shoreline areas as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails.

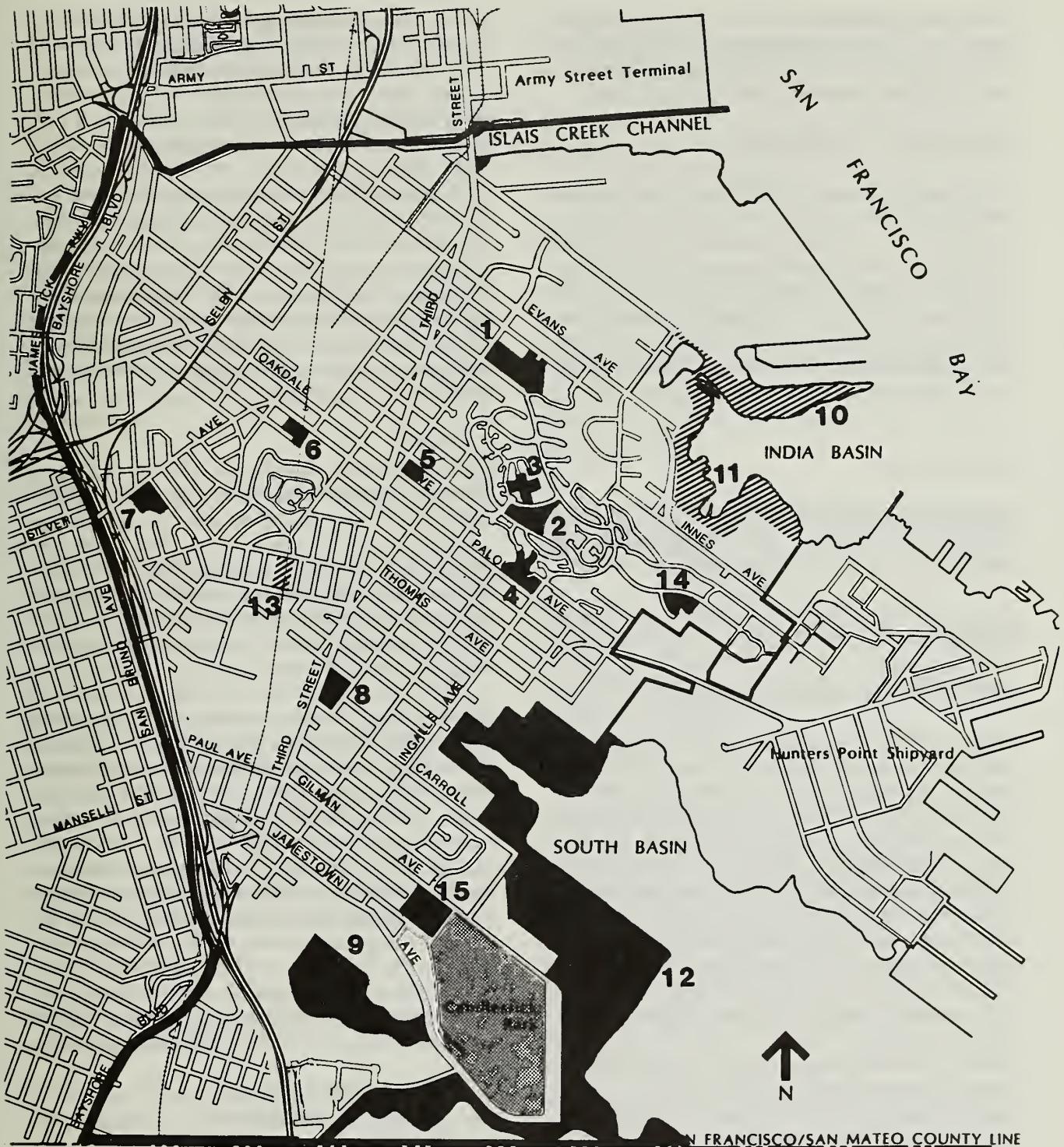


Figure 22

South Bayshore PARKS AND OPEN SPACE LOCATIONS

Existing Parks and Open Space

1

Proposed Parks and Open Space

1 Youngblood Coleman	10 Pier 98
2 Hilltop Park	11 India Basin Pub. Shoreline
3 Ridgetop Plaza	12 Candlestick Pt. St. Rec. Area
4 Adam Rogers	13 Historic Farm Site
5 Lee Recreation Cntr.	14 Milton Meyers Rec. Cntr. (Hunters Point Rec Cntr.)
6 Palou/Phelps Mini Park	15 Gilman Playground
7 Silver Terrace Plgd.	16 Islais Creek Pub. Access (Port)
8 Bayview Plgd.	
9 Bayview Park	

Create grassy picnic areas and reserve vista points with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard shoreline without interfering with security sensitive and maritime uses. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the South Basin extending east from the Candlestick Point State Recreation Area. Encourage development of the Shoreline trail along Earl Street through the Naval Shipyard site to link up Candlestick Point and the Indian Basin area.

OBJECTIVE 2

PROVIDE MAXIMUM OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN SOUTH BAYSHORE.

POLICY 1

Make better use of existing facilities.

The South Bayshore is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gillman Playground and King Pool. In addition to City facilities, the 155 acre Candlestick Point State Recreation Area extends from the San Mateo County line north along the Bay to Hunters Point Naval Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, as well as shoreline parks, as well as neighborhood parks with specialized recreation facilities and programs.

However, while the South Bayshore has a variety of parks, open spaces, and recreational facilities, some of them are underused by the neighborhood residents. In part this may be due to limited access, such as at Bay View Park. In other cases, it may be due to an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities, or a need for increased recreation programming, staffing, or better facility maintenance. A basic reason may be that neighborhood residents are simply not well informed about available programs, or feel they do not have a voice in the recreational activities offered.

In each case, community residents and Recreation and Park Department recreation staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities, using available resources. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff at neighborhood facilities meet with community residents to talk about facility programming, and other neighborhood concerns. The Recreation and Park Department should consider whether an increased community outreach would result in reaching a broader community consensus about interests, "problems", and directions.

POLICY 2

Maximize joint use of other properties and facilities.

In addition to Recreation and Park facilities located in the South Bayshore, there are a number of other parks and recreation facilities in the community. Opportunities for community use of these facilities should be provided, and/or improved.

In 1987, San Francisco voters passed Proposition which amended Proposition J. to provide twelve percent of Open Space Acquisition and Park Renovation Program funds to create a supervised after school recreation program for city children at San Francisco Unified School District facilities. This augments the existing supervised recreation program available at Recreation and Park facilities and provides community access to schoolyards and gymnasia throughout the City. The program provides a number of new sites for recreation in the South Bayshore neighborhood, and may provide a better geographic distribution than formerly existed. In the South Bayshore district, after school programs are offered at the following locations:

- **Bret Harte School**
S.F.U.S.D. Gymnasium
1035 Gilman Avenue
- **Sir Francis Drake School**
S.F.U.S.D.
350 Harbor Road

- **Joseph Lee Recreation Center**
Gymnasium & Playground
Rec Park Facility
- **Youngblood Coleman Playground**
Recreation Center & Playfields
- **Milton Meyer Recreation Center**
Gymnasium & Recreation Center

The Recreation and Park Department, and the community should monitor community utilization of the available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

In addition to joint use of Unified School District facilities within the South Bayshore, there are great opportunities for community use of the Candlestick Point State Recreation Area, one of the few urban State Recreation Areas throughout California. Candlestick Point, while largely undeveloped at this time, complements city parks and recreation facilities in the South Bayshore, and provides recreation opportunities not now offered at the City's facilities. The Recreation Area has about a three mile continuous Bay shoreline, and will provide for a number of water oriented recreation uses. The City and South Bayshore community should continue to work with the State Department of Parks and Recreation to implement the master plan for Candlestick Point State Recreation Area.

Provision of better public transit to Candlestick from the South Bayshore, and from the City as a whole will help to increase use of this great recreational resource.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

City parks and recreation facilities need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. After a series of public hearings, and with the assistance of the Open Space Acquisition and Park Renovation Advisory Committee, the Recreation and Park Department schedules renovation of city parks and

recreation facilities, using Prop. J. funds. A number of facilities in the South Bayshore have been received Prop. J. funds for development and renovation.

While funding for Prop J. program ends this year, a measure on the November ballot that would provide funds for open space acquisition, development, renovation, and maintenance, for another fifteen year period.

Bayview Hill

Improve and expand Bayview Park. Make it more accessible to the public for recreational purposes by providing better vehicular and pedestrian access, and consider greater ties with Candlestick Point State Recreation Area. As private development occurs along the periphery, orient that development in ways that will activate the park.

COMMUNITY FACILITIES AND SERVICES

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES INCLUDING: SCHOOLS, LIBRARIES, CHILD CARE FACILITIES, AND COMMUNITY CENTERS.

Background

Overall South Bayshore has an adequate physical supply of community facilities. The primary issues relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House and the Southeast Community College Center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

In 1987 the Bayview Hunters Point Roundtable, a coalition of service providers, undertook a comprehensive survey of community problems. The findings of the survey were published in a report called *Directions to the Future, Issues and Strategies for Change in the Bayview Hunters Point Community*. The report found

the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." It identified four major issues to be addressed to deal with these 'spiraling problems':

- 1) The quality of life and lifestyle must be improved;
- 2) Essential goods and services must be affordable to residents of the area;
- 3) Problems of youth in the community must be addressed in a context which preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood's past.
- 4) Political, economic, and cultural power and authority must be built which is native to and representative of the community.

Many of these issues are addressed in various elements of the proposed Plan. For example, the Housing Element proposes specific objectives and policies relating to affordability and maintaining and enhancing the existing family character of South Bayshore. The Industry Element proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the Master Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in South Bayshore are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of South Bayshore is not likely to be successful if it does not also address social concerns in the Bayview Hunters Point community.

One precondition to addressing social issues is the need to centralize information on program activity, improve coordination among existing service providers, and set priorities based on documented needs. The *Resource Guide* (October 1987) of the Bayview Hunters Point Roundtable identifies over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of: Child Abuse, Child Care,

Churches, Community Advocacy, Education, Emergency Services/Family Support, Employment, Housing, Legal, Mental Health/Medical Facilities, Meeting Facilities, Recreation Services and Substance Abuse. The Roundtable has been instrumental in bringing together the interests of these service providers. In the *Directions to the Future* report, it calls for a tracking plan to monitor the performance of service providers, document and measure program impact, and set priorities according to strategic issue areas.

South Bayshore also has important indigenous community resources. According to the Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the city. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to mobilize voluntary community efforts for civic pride and revitalization.

OBJECTIVE 1

MAINTAIN AND INCREASE UTILIZATION OF EXISTING FACILITIES.

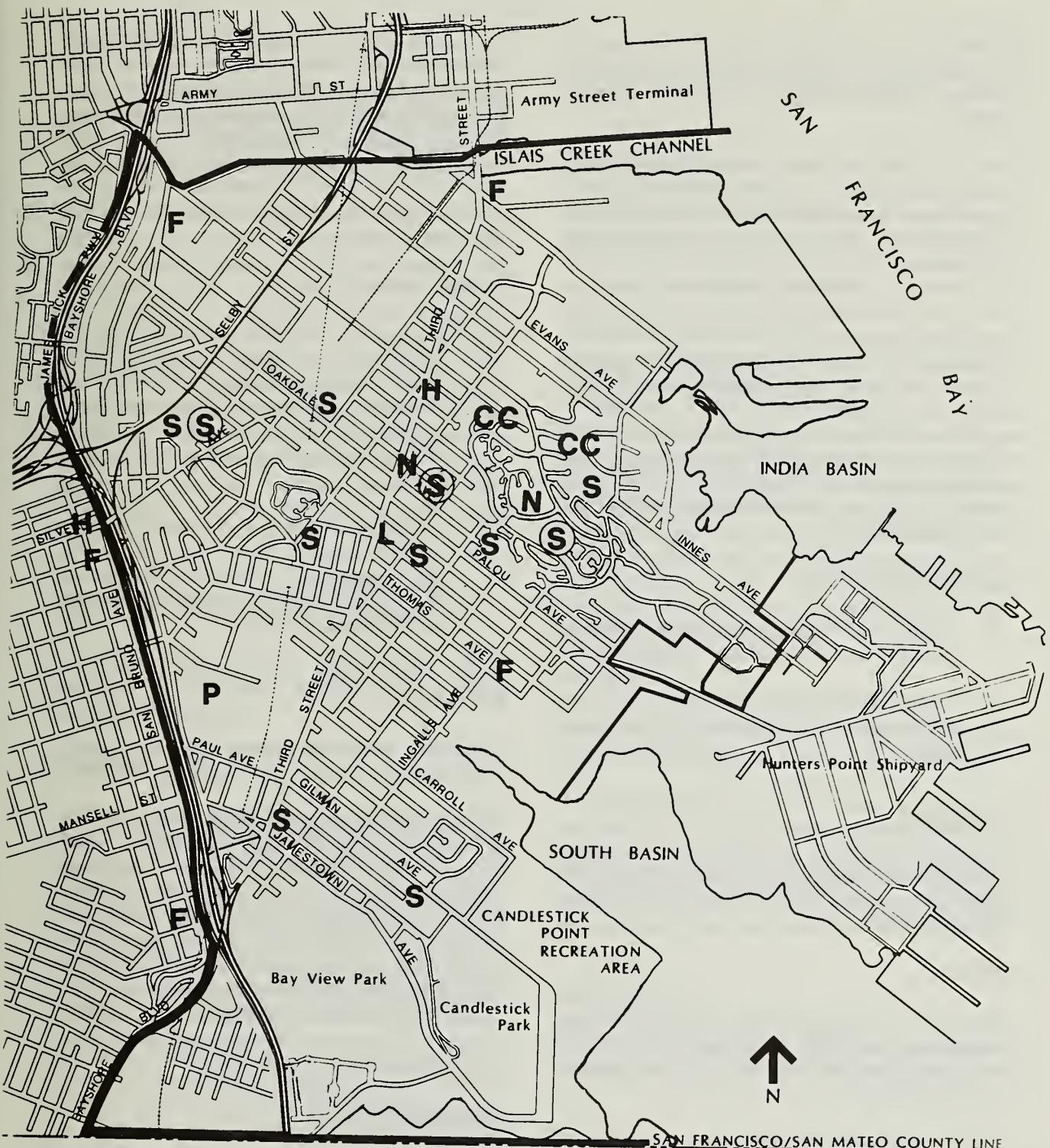
POLICY 1

Assure adequate maintenance of existing community facilities.

Outside of the need for additional infant care facilities, South Bayshore has an adequate physical supply of community facilities. Four public school buildings in the district are closed. With significant population increases expected over the next decade, the use of community facilities in South Bayshore is likely to also increase. It will be important to provide adequate maintenance for existing facilities and bring unutilized facilities into active use as the population increases.

Implementation Actions

- 1) Monitor the City and County's Capital Improvement Program to assure adequate maintenance of existing community facilities to meet increasing use demand.
- 2) Work with San Francisco Public Schools to bring the four unutilized school building sites in South Bayshore into active use.



**South Bayshore
COMMUNITY FACILITIES, PUBLIC HEALTH AND SAFETY LOCATIONS**

Figure 23

S	Opened School	H	Public Health Center
(S)	Closed School	CC	Childcare Center
P	Proposed Site For Police Station	N	Neighborhood Center
F	Fire Station	L	Library

POLICY 2

Increase residents utilization of community facilities.

There is a need for greater utilization by Bayview Hunters Point residents of existing facilities, particularly those which are strategic to the long term purposes of revitalization. Special attention should be given to the Southeast Community College Center and the Opera House. The Southeast Center has the potential to serve as the educational hub of South Bayshore; the Opera House the potential to serve as the cultural hub. Greater use by residents of the educational services offered by the College would improve their skills level and thereby strengthen their ability to compete for employment and business opportunities. Greater use of the Opera House for districtwide informational, social, and cultural activities would provide a supportive environment for attracting healthier and more viable retail uses to Third Street.

Implementation Actions

- 1) Expand outreach efforts to increase residents' participation in local educational programs.
- 2) Expand districtwide informational, social, and cultural activities sponsored at the Opera House.

OBJECTIVE 2

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

POLICY 1

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many programs serving the Bayview Hunters Point community.

The *Directions to the Future* report by the Bayview Hunters Point Roundtable provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas: Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural Power. The framework is broad enough to include all types of physical, social, and economic programs and can there-

fore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts. This assurance would occur through a tracking plan that monitors each program, documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and communitywide meetings would be held to provide information of its progress.

Implementation Actions

- 1) Support implementation of tracking plan recommended by Bayview Hunters Point Roundtable and other community organizations to monitor, document, and set priorities among the physical, social, and economic program affecting the Bayview Hunters Point community.
- 2) Maintain liaison between City staff, Bayview Hunters Point Roundtable, and other community organizations for development and implementation of South Bayshore Conservation and Development Program.

POLICY 2

Centralize location for districtwide community information, outreach, and meeting activities.

As the central locational hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for districtwide community activities in South Bayshore. Its existing staff and physical facilities are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, it can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

Implementation Actions

- 1) Work with Opera House staff, representatives from New Bayview Committee, and other community organizations on enhancements needed to Opera House physical facilities, and staff structure to strengthen its role as a central place for districtwide community activities.

POLICY 3

Make maximum use of indigenous community organizations and individuals in mobilizing voluntary efforts to increase civic pride and support physical and economic revitalization.

South Bayshore has a wide variety of indigenous community organizations and individuals who are committed to the future progress of the Bayview Hunters Point community. Special consideration should be given to senior citizens as a catalyst for social change in Bayview Hunters Point. Seniors form one of the most important elements of the total community, responsible for much of the progress that has already occurred. The Bayview Hunters Point Senior Center is a well established multi-faceted organization. As greater efforts are made to meet the program needs of senior citizens, their experience and talents should be utilized to bring about positive change for all segments of the community..

PUBLIC HEALTH AND SAFETY

PROVIDE ADEQUATE, EFFICIENT, AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

Background

The South Bayshore district is adequately served by physical facilities for police, fire, and health services. The Potrero Hill Police Station which serves the district is planning to move into a new station located within the district. There are five fire stations located within or nearby the district. Moreover, the Fire Department is installing new lines for a 'high pressure' water pressure system to be used exclusively that will significantly improve fire fighting capacity in the district.

The district also appears adequately served by health facilities. A major increase in population over the next decade may generate need for additional hospital services other than the San Francisco General Hospital located just to the north of the district. The primary immediate need appears to be additional support for health programs, particularly as these relate to social problems, such as drug abuse and teenage pregnancies. Problems related to drug rehabilitation are especially acute. Evidently there are few programs available for lower income drug abusers seeking long-term treatment

frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding.

OBJECTIVE 1

MAINTAIN EXISTING POLICE AND FIRE SERVICES.

POLICY 1

Support development of new police station on Egbert Avenue in South Bayshore.

With the passage in 1987 of Proposition A, a bond initiative to provide financing for the renovation or replacement of neighborhood police stations, the Potrero Police District Station will be relocated to a site in South Bayshore. The new station will also reflect improved standards and technological advances in the area of police operations. Relocation of the Potrero Police District Station a more central location in South Bayshore should be supported.

POLICY 2

Support maintenance of five existing fire stations located within or nearby South Bayshore.

South Bayshore covers a large land area, approximately six square miles. The five fire stations currently serving the district are essential to assuring that all areas—residential, commercial, industrial — receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

OBJECTIVE 2

ENCOURAGE COMPREHENSIVE APPROACH TO COMMUNITY HEALTH SERVICES.

POLICY 1

Achieve closer coordination between health, social, and educational programs, particularly as those relate to drug abuse and teenage pregnancies.

Certain health problems in South Bayshore, e.g. drug abuse, teenage pregnancies, etc., are closely related to social, educational, and economic needs. Accordingly

health programs should be closely coordinated with programs in these other areas to assure maximum effectiveness in dealing with the multi-faceted aspects of many health problems in the district. The comprehensive system for tracking, monitoring, and setting priorities among the many programs serving South Bayshore, as suggested by the Bayview Hunters Point Roundtable, should give special attention to achieving such coordination.

POLICY 2

Work at citywide level to increase federal and state funding support for critical health programs, particularly those related to drug abuse and teenage pregnancies.

Many of the health issues in South Bayshore reflect a decline in federal and state funding, which affects all sections of the city. Citywide efforts are needed to increase federal and state funding support. Affected service agencies and residents in South Bayshore should continue and strengthen their involvement in the citywide efforts.

ENERGY

PROMOTE THE EFFICIENT USE OF ENERGY RESOURCES IN SOUTH BAYSHORE TO ENCOURAGE ECONOMIC DEVELOPMENT; SUPPORT THE ACHIEVEMENT OF OTHER COMMUNITY GOALS THROUGH THE IMPROVED MANAGEMENT OF ENERGY RESOURCES.

Background

The City's goals for energy efficiency are expressed in the Master Plan as: (1) to increase the efficiency with which energy is used locally; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy systems; and (4) to encourage the active participation of members of the community in carrying out this program.

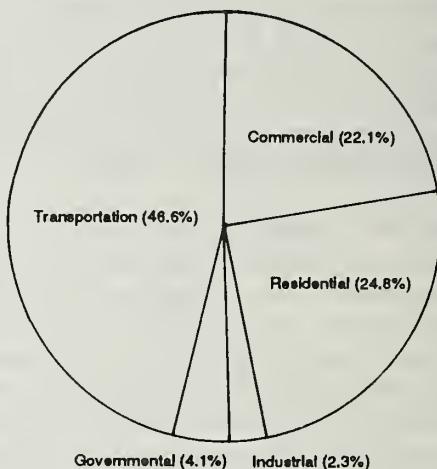
The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, the Energy

Plan for South Bayshore seeks to contribute to the long term affordability of both housing and business uses, and to contribute to the attractiveness of the community as a place for living and working.

Over the past fifteen years, the United States has become a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events - posing a threat to our economy and national security. Today's low energy prices are almost certainly a temporary phenomenon, and in the future, as the country becomes more dependent on overseas suppliers, recurrences of both energy cost increases and interruptible supplies can be expected. Many oil use and supply analysts project a potentially irreversible "third oil crisis" starting in the early to mid-1990's!¹

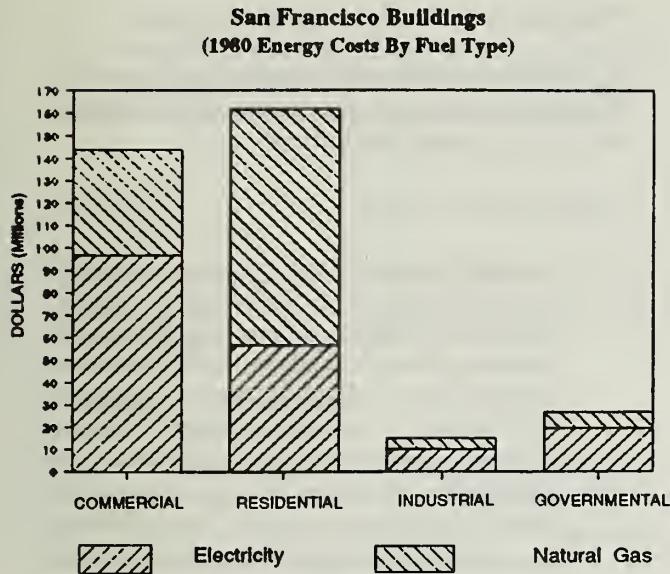
In an effort to address these issues, Federal, State and local programs have been instituted, fostering energy conservation efforts and development of renewable energy supply technologies. According to Arthur Rosenfeld, Director of the Center for Building Science at Lawrence Berkeley Laboratory, energy conservation has already worked beyond our wildest expectations. Improvements in energy efficiency are saving this country \$150 billion per year in energy costs and have made more energy available to the U.S. economy than any other single source. These efficiency improvements are currently delivering the equivalent of one-fifth of our energy needs - about the same as natural gas,

**San Francisco Total Energy Costs
(1980 Costs = 552 Million Dollars)**



¹ James Tanner, "Cartel's Comeback?" *The Wall Street Journal* (August 21, 1987)

Figure 24A

**Figure 24B**

twice that of renewable energy, and four times that of nuclear power. The remaining technically feasible efficiency investments could cut a further \$150 - 200 Billion per year from the nations half trillion dollar energy bill. Rosenfeld estimates that cost effective technologies for buildings alone could further cut energy consumption by at least \$50 billion per year²

In San Francisco, annual energy expenditures currently average \$650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the \$650 million leaves San Francisco -- constituting an enormous drain on the local economy. Energy conservation and the use of local renewable energy technologies can help retain dollars in the community that would otherwise leave in the form of energy purchases. Local energy policies that promote energy efficiency can also contribute to increased demand for local goods and services and the creation of new local job opportunities. Locally constructed retrofits using supplies purchased locally are one of the best investments a community can make in its future. Efforts at the local level are viewed by many planners as the key to our achieving energy sustainability and economic prosperity at the national level.

Energy efficiency can serve as an important economic development tool in South Bayshore. Preliminary analysis indicates that there are significant opportunities for savings that can result from energy efficiency

and conservation in South Bayshore. By integrating energy use planning and policies with overall plans for community revitalization and development in the district, measurable savings and benefits can be achieved in housing, commercial and industrial buildings and transportation activities. Specifically, appropriate energy policies can:

- Lower the costs of living and doing business in South Bayshore and mitigate the effects of variations in energy supply and cost.
- Contribute to local business development and revitalization. Efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits.
- Minimize operating costs of new housing and commercial developments through energy efficient design. A large addition of new housing and commercial buildings is anticipated in South Bayshore over the next ten years. New construction offers the opportunity to incorporate energy efficient technologies and design into buildings when it is easiest and most cost effective. By "building in" energy efficiency during initial construction, the owners and the general community will reap the benefits throughout the life of the building.
- Upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of our tax dollars and improving the comfort and aesthetics of facilities. South Bayshore, with its relatively large concentration of community facilities, presents an opportunity for significant energy cost savings.
- Provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs. Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation

²Arthur H. Rosenfeld and David Hafemeister, "Energy Efficient Buildings", *Scientific American* (April, 1988) p.78.

when conservation efforts are usually more cost effective and when financial resources are available. Community revitalization can both improve the physical appearance of neighborhoods and make them more energy efficient. The South Bayshore energy plan can serve as a model for how local energy planning initiatives can contribute to a community's economic well-being and be supportive of a wide range of other important community goals. Hence, community energy management can serve the wider economic development strategy as well as being a valuable end in itself.

OBJECTIVE 1

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 1

Encourage participation and increase level of education of the community on energy and economic development.

Implementation Actions

- 1) Have the Bureau of Energy Conservation work with the New Bayview Committee and the Pacific Gas & Electric Company (PG&E) to convene a series of energy related workshops with local residents, business operators, property owners and other interested organizations and parties. The workshops will serve to increase the understanding, support and involvement of citizens in energy-economic development related projects. The Committee functions as an umbrella group for a large number of South Bayshore community organizations, and is therefore in a strategic position to serve as the center for a district-wide information and resource network on energy issues.
- 2) Make use of community entities such as schools, churches and social service agencies, to promote and develop incentives for energy saving initiatives.

POLICY 2

Promote South Bayshore district as an area for implementing energy conservation and alternative energy supply initiatives.

Implementation Actions

- 1) Have the Bureau of Energy Conservation (BEC) work with appropriate Federal, State, City offices and PG&E to explore potential energy conservation and alternative energy projects in South Bayshore. The BEC should also work to help secure the necessary funding to support projects to successful implementation. The potential for public/private partnerships, energy service companies and third party financing options should be considered. City facilities, located throughout the district offer excellent energy saving opportunities. These projects can be funded through the annual capital improvement budget or through other available loan and grant programs. Plans for upgrading five of the existing fire stations and the Alice Griffith public housing project should consider incorporating energy saving measures.
- 2) Have the New Bayview Committee work with PG&E to encourage greater use of currently available residential and commercial energy conservation programs (i.e. low income direct weatherization, rebates, etc.). In addition, the Committee should work with the Mayor's Offices of Housing and Economic Development to make resources available for energy improvements more visible and accessible to property owners and businesses. Opportunities for implementing energy conservation measures in conjunction with other more general rehabilitation efforts should be encouraged. Locally constructed energy retrofits using supplies purchased locally are one of the best investments a community can make in its future. Wherever possible, local businesses and resources should be utilized when implementing conservation projects (i.e. contractors, engineers, electrical/plumbing/sheetmetal suppliers, glass and window manufacturing, insulation, electrical controls).
- 3) Increase information and resources available to the San Francisco Housing Authority, Redevelopment Agency, Department of Public Works, non-profit community development corpora-

tions and private developers to ensure that energy efficiency and alternative energy options are given serious consideration in the design of new developments and major renovations.

POLICY 3

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Implementation Actions

- 1) Through a series of workshops convened by the New Bayview Committee, present ideas on how energy conservation and alternative energy development might directly or indirectly support such community goals as:
 - Increased job training and employment
 - Business development
 - District beautification

For example, if there is support for establishing a pilot "energy dividend" program for municipally owned facilities, savings identified as the result of energy saving projects could be used to support site beautification projects or other worthy community projects. The City of Los Angeles has experimented and had great success with such a program in its public schools. The workshops should explore shared goals and promote increased cooperation to achieve these goals.

- 2) Work with community representatives, such as the Young Community Developers job training center and the Southeast Community College Center, to increase job training programs that recognize employment opportunities arising from local energy conservation activities. If there is strong community support, work to establish a "Community Resource Conservation Corps". The Corps would serve as a means to carry out energy saving/money generating conservation projects and teach participants job and leadership skills. A project such as this could be supported by local businesses, other community based organizations, as well as by the savings or profits generated by the group's activities.

- 3) Work with Mayor's Office of Business and Economic Development and the Urban Economic Development Corporation to develop and implement plan to establish an energy related incubator industry or service company in one of the South Bayshore industrial areas.

OBJECTIVE 2

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF HOUSING, COMMERCE AND INDUSTRY, COMMUNITY FACILITIES AND TRANSPORTATION ACTIVITIES.

POLICY 1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

Transportation activities represent the largest percentage of energy use and costs in San Francisco, accounting for approximately thirty percent of the energy used in the city and fifty percent of the total energy costs. In 1980, the cost for motor fuels used in San Francisco was over 300 million dollars. The most obvious way to reduce the level of fuel consumption is to reduce personal auto use for work and non work related travel, and to increase the efficiency of auto use by increasing passenger loads. Reducing auto use has important environmental and health benefits. For example, it could help to decrease the number of automobile related health problems from pollution. Carbon dioxide is the key contributor to the greenhouse effect of which car exhaust is a main source. Scientists warn that the implications of a drastic increase in global atmospheric temperatures due to the greenhouse effect include long term climatic changes such as a shifting of rainfall patterns, increased drought in some areas, and a significant rise in the sea level.

It appears that the South Bayshore community has above average potential for reducing transportation energy use. Residents at present shop outside of the local area and drive more than residents in other parts of the City. This makes sense when considering the lower density character of South Bayshore. However, as population density increases with more residential and commercial growth, there is likely to be an increased need and demand for public transit services. If more

residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting greater integration of land uses and more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

Implementation Actions

- 1) Encourage land use practices that will minimize travel requirements between working, shopping, recreation, school and child care facilities and promote greater integration of land uses. Examples are briefly described below.
 - A. Promote mixed use options in new development such as multiple use buildings. Locate new developments close to a variety of services and facilities.
 - B. Promote alternative work arrangements such as live/work spaces.
 - C. Provide convenience shopping and service facilities in otherwise residential neighborhoods. Convenience food stores in residential areas provide an alternative to driving long distances for minor purchases.
- 2) Build up the residential population density in underutilized areas. This will increase the efficiency of the mass transit system, and provide more opportunity for future improvements in public transportation.
- 3) Promote the use of mass transit by implementing improvements in public transit services to anticipate future needs. Provide amenities and facilities to encourage mass transit use. Shelters at transit stops could be provided and connecting pathways between residential areas and transit stops could be developed.

- 4) Support consideration of a light rail extension through South Bayshore.
- 5) Promote bicycling and walking in South Bayshore as a safe and convenient alternative to the automobile, as described below.
 - A. Implement a comprehensive system of pedestrian and bicycling facilities that provide for safe and convenient access through South Bayshore and to outlying areas.
 - B. Provide facilities in new developments to encourage bicycling and walking. Pathways, parking facilities, landscaping, and other amenities in projects can encourage biking and walking.
 - C. Distribute information in the community on bicycle safety and education, and assess to existing facilities.
- 6) Provide information to businesses and residents on the benefits of carpooling and vanpooling.

POLICY 2

Enhance the energy efficiency of housing in South Bayshore.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for lighting and appliances. Approximately eighty percent of the housing in South Bayshore consists of single family homes compared to thirty four percent citywide. Single family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, studies have shown that single family homes in South Bayshore consume more gas and electricity per unit than single family homes found in other parts of the City. Multifamily homes in South Bayshore were found to be more energy consuming than multifamily homes found in any other area of San Francisco.

Approximately sixty percent of the homes in South Bayshore were built prior to 1949 and ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving measures were included. It appears, then, that in South Bayshore residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

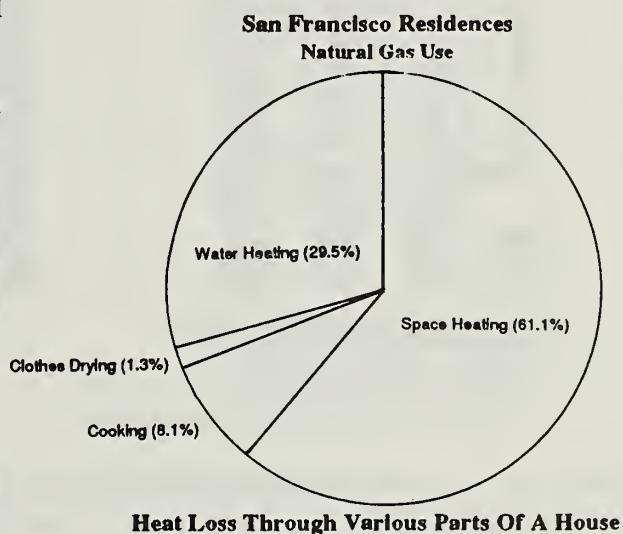
It also appears that residents in South Bayshore would have much interest and incentive for achieving energy savings through home energy saving improvements. There is a much higher percentage of home owners in South Bayshore than in the city as a whole and residents show a marked degree of stability. A large percentage of residents who do rent must pay their utility bills. Residents at South Bayshore would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

Implementation Actions

- 1) Promote improvement in the energy efficiency of existing housing at South Bayshore through basic home weatherization improvements.
 - A. Give strong consideration to energy conservation in housing assistance programs.
 - B. Explore other financing opportunities for home energy conservation improvements such as state, federal or utility sponsored direct weatherization programs.
 - C. Coordinate with rehabilitation and tenant improvement efforts in public housing (ie. anticipated rehabilitation of Alice Griffith housing project).

- 2) Provide guidelines to residential builders and developers on energy efficient design and construction techniques for new housing in South Bayshore. Energy efficient guidelines for new construction were developed and proposed for incorporation in the plan for Mission Bay, the new mixed use community to be built to the north of South Bayshore. These guidelines would be appropriate for new construction at South Bayshore.
- 3) Explore low energy consuming construction techniques for new housing. Such techniques would contribute to lower housing costs.
- 4) Educate local real estate agencies on the marketability of energy efficient design and construction techniques.
- 5) Explore the possibility of alternative supply options such as district heating and passive solar heating.



Heat Loss Through Various Parts Of A House

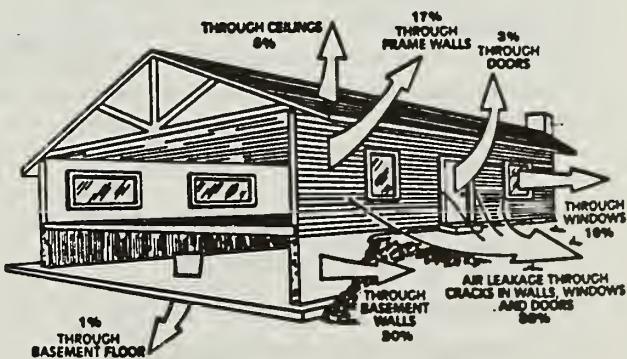


Figure 25

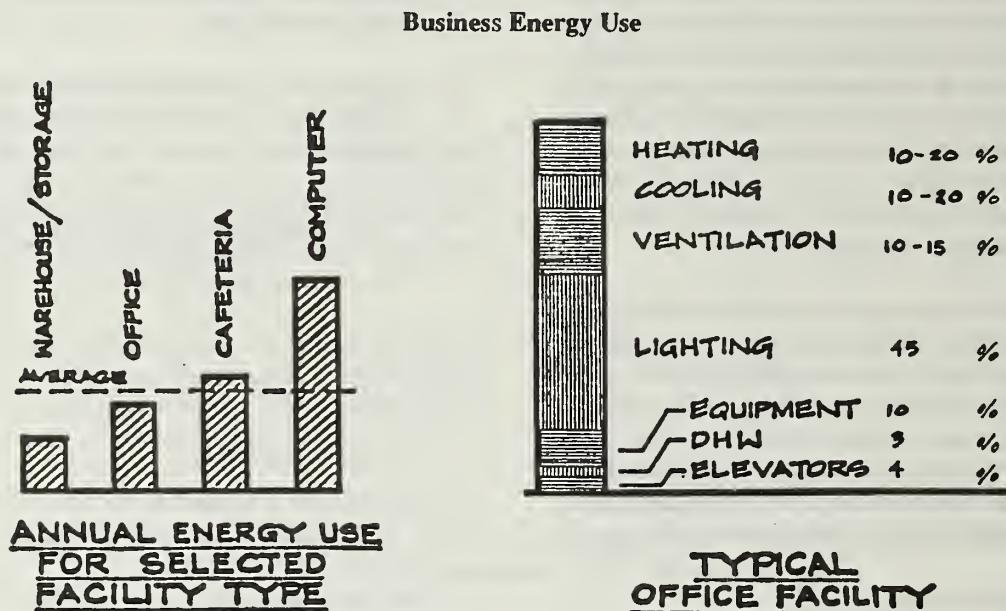
POLICY 3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco, commercial buildings consume over half of the electricity and over a quarter of the natural gas supplied to the city. The industrial sector spends approximately ten million dollars a year for electricity and five million dollars a year for natural gas in San Francisco. Energy conservation in the commercial and industrial sectors is important at South Bayshore because of the large number of businesses

located there. South Bayshore is one of San Francisco's most important locations for industrial activity. Industrial use in South Bayshore includes 139 manufacturing establishments with over one million square feet of building area. The commercial sector, with more than seven and a half million square feet of building area, consists of 454 warehouse and distribution establishments, 167 retail establishments, 152 service establishments and 67 office establishments.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding, while natural gas is used for space and water heating, food storage/preparation and metal



PG&E Commercial Energy Use Survey - 1982
(Energy Use Per Square Foot)

BUSINESS TYPE	KWH PER SQUARE FOOT	PER YEAR	13.8	0.33	80,100
	SQUARE FOOT	SQUARE FOOT	38.0	0.44	182,200
	PER YEAR	PER YEAR	9.8	0.15	49,400
OFFICES			7.5	1.56	203,500
FOOD STORES			33.0	2.24	328,600
RETAIL STORES (Nonfood)			4.1	0.22	29,200
REPAIR/PERSONAL SERVICES					
RESTAURANTS					
WAREHOUSE (Nonrefrigerated)					

Figure 26

fabrication. The greatest energy savings can be achieved through improved design, management and maintenance of lighting, and heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

Significant increases in business development may also occur in South Bayshore. Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. Many cities, New York being one example, are experiencing an exodus of business from the city. High energy costs are cited as a major factor. In South Bayshore Bay, reduced energy costs can be a powerful tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

BENEFITS OF ENERGY MANAGEMENT FOR BUSINESSES

Energy Conservation Opportunities

- **HEATING AND DOMESTIC HOT WATER**
 - Boiler economizer.
 - Hot water temperature reset/review boiler controls.
 - Replace boiler burners, incorporate heat recovery from exhaust air.
 - Install night setback to reduce equipment run times.
 - Insulate domestic hot water pipes and tanks.
 - Place circulation pumps on timeclock control.
- **COOLING / VENTILATION**
 - Install economizer cycle or add daylighting.
 - Use optimal start-up control.
 - Reduce ventilation air.
 - Evaporative Cooling.
 - Turn fans off after hours.
- **LIGHTING AND EQUIPMENT**
 - Group relamping with energy conserving lamps.
 - Timed switches in selected areas.
 - Energy efficient or electronic ballasts.
 - Occupancy sensors for selected lighting control.
 - Photo cells for outdoor lighting.
 - At time of equipment replacement investigate replacement with energy efficient models.
 - Investigate load shedding operations for equipment for peak demand reductions.

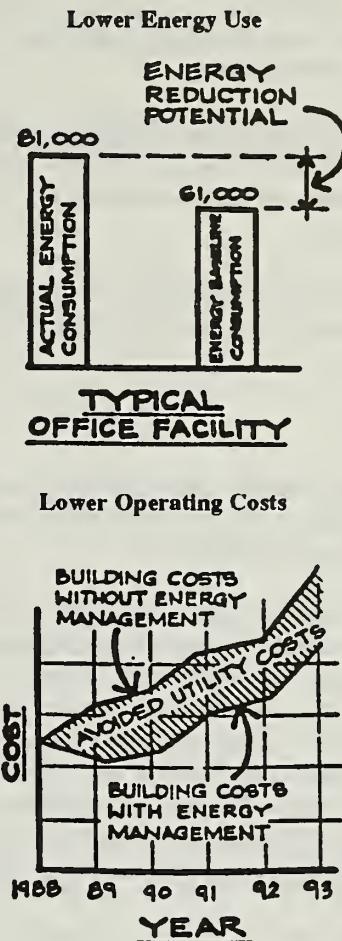


Figure 27

Implementation Actions

- 1) Increase the awareness in commercial and industrial businesses of the linkage between energy operating costs and business economic viability. Work with Mayor's Office of Business and Economic Development to provide workshops and presentations to local merchants demonstrating operation and maintenance procedures and cost effective energy conservation strategies, and their associated benefits.
- 2) Explore financing options and incentives such as loans, grants and utility rebates for investments in energy conservation measures in businesses. The community based Urban Economic Development Corporation may be utilized for financial assistance.

- 3) Coordinate energy conservation strategies with other local efforts on commercial revitalization and rehabilitation.
- 4) Provide guidelines to builders, contractors, and developers on energy efficient design and construction of new commercial and industrial facilities.
- 5) Explore the possibility of alternative supply options such as district cooling or cogeneration.

POLICY 4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

There is a relatively large concentration of community facilities in South Bayshore including schools, libraries, childcare and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.

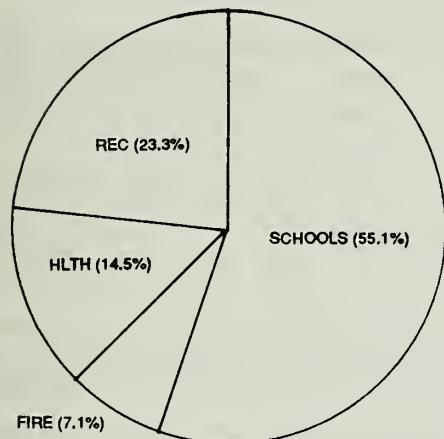
The City also has a residential recycling program under development. Presently, the City recycles 25 percent of its waste. In an effort to extend the life of our landfill and reduce costly transportation of waste to the landfill, the City has adopted a recycling goal (as stated in the 1983 County Solid Waste Management Plan) of 35 percent by 1996. Recycling of paper, glass and metals should be encouraged in South Bayshore by ensuring that the same recycling services and convenience found in other parts of the City are provided in the South Bayshore community. Recycling saves energy and water, reduces air and water pollution, and saves precious resources.

Implementation Actions

- 1) Target community facilities which are city owned and operated for city municipal energy conservation and monitoring programs. The City of San Francisco, PUC/ Bureau of Energy Conservation's Capital Improvement projects in city facilities can be used to upgrade facilities. Project measures include modifications to lighting, heating, ventilation and air conditioning, boilers and domestic hot water systems, and energy management installation. The Simplified Energy Conservation Measures program is directed at easy low cost ways to conserve energy. Opportunities for savings such as programmable timeclocks and simple lighting improvements are identified by stationary engineers.
- 2) Explore the feasibility of a community pilot dividend program whereby resulting energy cost savings from community facilities are reinvested back into the community to support other important community goals.
- 3) Coordinate energy conservation improvements with other scheduled improvements in community facilities. Have the Bureau of Energy Conservation work with other city departments to provide technical advice on improving community facilities. For example, design review of public improvements by Department of Public Works could include energy conservation considerations. Maintenance of fire stations and other community facilities could include low cost - no cost scheduled maintenance of lighting and heating equipment, which can result in significant savings.
- 4) Support public health and safety through improved energy efficiency of street and outdoor lighting systems in South Bayshore.
- 5) Work with the City's residential recycling program to insure that South Bayshore be provided with the same recycling services and convenience found in other parts of the City.

ENERGY USES - SOUTH BAYSHORE COMMUNITY FACILITIES

Annual Electric Costs (FY 1987/88)
Total Annual Cost - \$128,313



Annual Natural Gas Costs (FY 1987/88)
Total Annual Cost - \$178,111

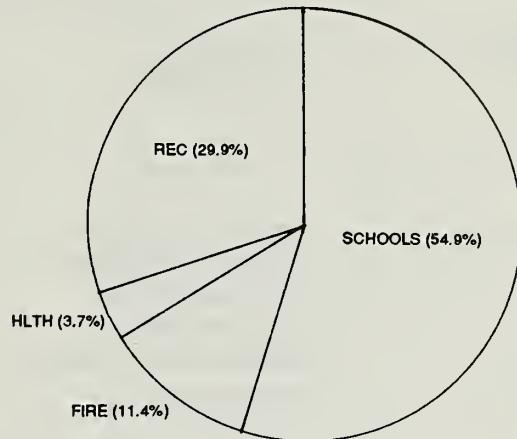
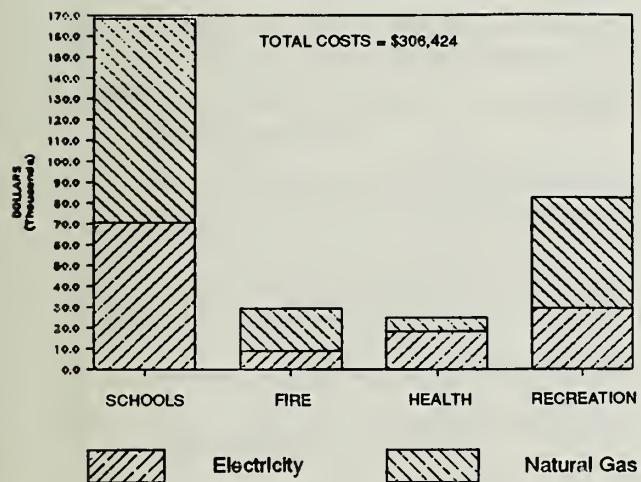


Figure 28

SOUTH BAYSHORE COMMUNITY FACILITIES
Annual Energy Costs (FY 1987 / 88)



MAJOR SOUTH BAYSHORE CITY FACILITIES
Annual Energy Costs (FY 1987 / 88)

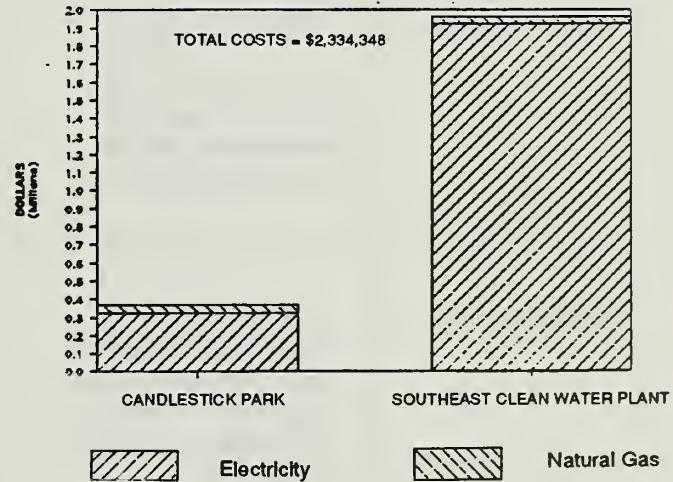


Figure 29

EXAMPLES OF LOW COST ENERGY SAVING PROJECTS
South Bayshore Community Facilities

FACILITY NAME	MEASURE DESCRIPTION	PROJECT COST	ENERGY SAVINGS/YR KWH	ENERGY SAVINGS/YR THERMS	ANNUAL SAVINGS	COST PAYBACK
Joseph Lee Rec. Ctr.*	Lighting Improvement: Convert indoor lighting from incandescent to flourescent, outdoor lighting to High Pressure Sodium source	\$15,966	70,967	-	\$4,755	3.36 yrs.
Health Center #3*	Lighting Improvement: (same as above)	\$4,239	31,043	-	\$2,080	2.04yrs.
King Pool #1	Boiler Improvement: Install a stack damper to reduce heat losses	\$740	-	1,100	\$616	1.2yrs.
	Boiler Improvement: Derate (Clean) heat exchange surfaces to increase efficiency	\$300	-	2,798	\$1,562	.2yrs.
Fire Station #4	Boiler Improvement: Replace existing pilot light with intermittent electronic pilot which uses fuel only when the boiler fires.	\$220	-	1,202	\$673	.3yrs.

NOTES: * - Denotes actual project that has been completed by the PUC/Bureau of Energy Conservation; other measures are projections based on previous studies at these facilities.

Figure 30

APPENDIX

INVENTORY OF CITIZEN COMMENTS SOUTH BAYSHORE

Comments Expressed at the Community Meeting of February 9, 1988

1) "Will the people who live here now be able to live here 20 years from now?"

2) "Who will the planning process benefit?"

3) "The South Bayshore Plan should address short term as well as long term solutions."

4) "The Plan does not give enough attention to the needs of the elderly."

5) "We need a public high school in Bayview Hunters Point. Why do our kids have to be bussed outside the district?"

6) "There is a need for a black American cultural arts center."

7) "Reduce the number of billboards with negative advertising: liquor, cigarettes, etc."

8) "There should be wider dissemination of information on community events."

9) "Teach children about voting in the schools."

10) "Lack of knowledge is a lack of power."

11) "The City needs to do something about the traffic on Silver Avenue. There is excess traffic day and night."

12) "The City should do a citywide assessment of the distribution of growth."

13) "We need to know the effect that Mission Bay will have on relocating heavy industries into South Bayshore."

14) "There is a need for rehab program to deal with the problems of building in disrepair."

15) "There is a need for public parking on Third Street."

16) "Stop young people from congregating and fighting at Third and Palou."

17) "Drugs are engulfing our community. The police don't respond quick enough to drug abuses. We need to triple the police force."

18) "Jobs created by economic development should go to the community. Establish employment set-asides."

19) "Something must be done to stop the loss of Section 8 housing, or else we are going to have a major homeless crisis out here."

20) "There should be job training programs for teenage mothers. Teenage single parents also need child care programs so they can return to school."

21) "Not enough people from the community are taking classes at the Southeast Community College Center. We need to take better advantage of the Center."

22) "There is a need for more recreation programs."

23) "Something should be done to beautify the barriers at Third and Mendell Streets."

24) "We need to have a greater sense of community."

25) "The City puts us through too much red tape in getting building projects approved."

26) "We have a lot of talent, right here in this room. We could do a lot more."

27) "These should be a central focal point in the community to deal with the drug problem."

28) "The garbage bins on Kiska Road pose a traffic problem."

29) "We need assurance that 'grass roots' people will benefit from development."

30) "There is need for a family clinic."

31) "The community needs to channel its energies into productive outlets."

32) "There should be more police patrols on Third Street".

33) "The community needs positive role models."

34) "Drug addicts trying to solve their problem have nowhere to go. There is a severe shortage of residential and outpatient drug treatment facilities, especially in the southeast area of the city."

35) "What will be the impact of light rail on Third Street?"

WRITTEN COMMENTS

- 1) The rail line proposed for Third Street is undesirable and will polarize the two sides of the street. Avenue wide planted median with improved bus service is preferred.
- 2) There should be planting to buffer residential from industrial uses and beautify the area.
- 3) Convert public housing to condominiums and involve the residents in ownership.
- 4) Private housing rehab will take care of itself and should not be a priority.
- 5) New construction should focus on modular homes, non-profit development companies, and a variety of creative financing techniques.
- 6) Existing neighborhood scale and densities should be a priority.
- 7) An area committee on new development should be established to review and approve developer plans and proposals. The committee may involve members of the city who possess expertise on development issues. The committee should also review housing proposals for parcels in commercial and industrial zones on a case-by-case basis.
- 8) Downzone the Bayview Hill area from RM-1 and RH-2 to RH-1.
- 9) Retaining the black community should be a priority.
- 10) The area needs large three-five bedroom homes.
- 11) Consider mixed use retail/residential along Third Street if it allows adequate parking.
- 12) Require two parking spaces per unit of new residential construction.
- 13) The provision of adequate parking should be a top priority to: (a) get to businesses on Third Street and (b) provide commuter parking (The commuters must have some way to get to the train or bus). Diagonal parking may be one way of increasing the number of spaces.
- 14) Third Street will not be safe to walk down until we build up healthy businesses.
- 15) The public housing projects have beautiful views but are poorly designed with ugly dumpster bins, poor parking, no place off street to work on bad cars, no place to garden, and no playgrounds. People respond to environment. Rehab the projects to improve the residents attitudes toward their housing.
- 16) Have on-site police at the public housing projects.
- 17) Have a graffiti patrol made up of kids paid to paint over the graffiti.
- 18) Don't extend MUNI line down Third Street. Extend it along the existing Southern Pacific rail line.
- 19) There needs to be stronger enforcement of affirmative action laws. Most businesses in the area appear to have only Whites and Asians working there. Blacks with degrees have approached companies in the area and not been allowed to even fill out an application.
- 20) We need a survey to find out what percentage of workers are commuting into the community and what percentages are forced to commute out because we can't get hired in our own community.
- 21) Local companies should be petitioned to hire and train local youth during summer and holiday school breaks and after school.
- 22) Billboards should be more positive, e.g. minority, Olympic winners. There should be more advertising for local events.
- 23) Make every opportunity available to artists to convert warehousing into live/work studios for artists. This would bring a creative atmosphere to the area.
- 24) There is concern about truck traffic coming off Third and going to the industrial park. Ideally Carroll Avenue should be the entry and exit for industrial truck traffic.
- 25) The number of police in the area should be tripled.
- 26) Improve pedestrian and bicycle traffic through the Army Street maze. Safe passage is needed from Bayshore/Evans to Army/Potrero. This area has massive traffic jams daily.
- 27) Parks in the area need more and better facilities, especially water faucets.
- 28) One idea for dealing with parking problems on Third Street is to make of the church parking lots, which are generally empty during the week.
- 29) The City should have a program to provide free paint to residents. Oakland has such a program.
- 30) Traffic on Silver Avenue is a problem. Stop signs or barriers are needed.
- 31) Redirect Candlestick Park traffic down Carroll Avenue rather than residential streets.
- 32) Provide special parking stickers for residents living near Candlestick Park.
- 33) Provide low cost funding for small developers. Limit the funding to Bayview residents who have lived in the area ten years or longer.

- 34) Establish a community center on Third Street so that all meetings can take place at one location.
- 35) We need a cultural center to display art works, house after school programs, serve as a recovery center, and increase social awareness.
- 36) Redefine affordable housing according to income levels that prevail in Bayview Hunters Point.
- 37) Why is there no high school in Bayview Hunters Point? Why do the youth have to bussed outside of the district to go to school?
- 38) There should be written job guarantees for young blacks who meet educational and skill requirements.
- 39) Stop truck traffic through residential areas.
- 40) Traffic coming off of the freeway does not respect the 25 miles per hour school zone.
- 41) Maintain existing programs. Do not cut back early childhood care programs. Two-three age child care programs are being cut back.
- 42) Establish 'magnet' shops and businesses that draw on Candlestick Park patronage. Encourage Candlestick Park patrons to shop in community.
- 43) Don't allow new developments off of Third Street to have hot food service in their buildings in order to encourage employees to use businesses on Third.
- 44) Take down the cages off the businesses along Third Street. Require standard security systems.
- 45) Encourage government agencies to locate in Bayview Hunters Point.
- 46) Encourage development of a major truck stop in Candlestick Park area to reroute truck traffic and act as a 'magnet' for businesses.
- 47) More school age programs are a must.
- 48) No housing on Third Street.
- 49) Any redevelopment programs must include strong local employment provisions.
- 50) Save Section 8 housing.
- 51) Give priority to a Hunters Point Community Center that provides: social service advocates, education/job training/job placement advocates, legal advocates, substance abuse advocates, medical personnel advocates, child care, community food bank/clothes closets, community kitchen, youth programs, affirmative programs, senior citizen advocates, spirituality, recreation room, and community spirit advocates.
- 52) Improve relationship of Candlestick Point State Recreation Area to the South Basin East Sub-District. Rezone certain portions of the land adjacent to the state recreation area from M (Industrial) to R (Residential) so as to encourage residential development as a neighboring use to the park. Use and improve Ingalls Street as a industrial/residential boundary.

CONSISTENCY WITH PROPOSITION M
South Bayshore Plan: Proposal For Citizen Review

Section 101.1(c) of the San Francisco City Planning Code, as amended by passage of Proposition M, The Accountable Planning Initiative, on November 4, 1986, states that:

The City may not adopt any zoning ordinance or development agreement authorized pursuant to Government Code 65865...unless prior to that adoption it has specifically found that the ordinance or development agreement is consistent with the Priority Policies established.

The purpose of this section is to determine the consistency of the South Bayshore Plan: Proposal for Citizen Review with the Priority Policies established by Proposition M.

Priority Policies

The Priority Policies exist as a preamble to the Master Plan and as a basis upon which inconsistencies in the Master Plan are resolved. They are:

- 1) That existing neighborhood serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
- 2) That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
- 3) That the City's supply of affordable housing be preserved and enhanced;
- 4) That commuter traffic not impede Muni transit service or overburden our streets or neighborhood parking;
- 5) That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development and that future opportunities for resident employment and ownership in these sectors be enhanced;
- 6) That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;
- 7) That landmarks and historic buildings be preserved; and
- 8) That our parks and their access to sunlight and vistas be protected from development.

General Assessment

At least four of the eight Priority Policies deal with the preservation and enhancement of existing neighborhood characteristics and activities, including retail, existing housing, affordable housing, neighborhood parking, and cultural and economic diversity. Others deal with: protection of the industrial and service sectors from displacement by commer-

cial office growth; protection against earthquakes; preservation of landmarks and historic buildings, protection of parks and open space; and enhancement of employment and ownership opportunities for local residents in the retail, industrial, and service sectors.

In applying these policies to South Bayshore, it is important to keep in mind that South Bayshore is not as intensely developed as most other parts of San Francisco. It has well established residential, industrial and commercial areas, but overall the building scale, population density, and traffic volume is not as great as in other districts of the city. Relative to these other districts, South Bayshore has a high incidence of vacant and underutilized parcels. Preserving neighborhood character there requires a mixture of both conservation and growth policies.

For the purposes of this planning study South Bayshore has been subdivided into eight subareas which approximate its neighborhoods in the broadest sense. These subareas include: North Industrial, a heavy commercial/heavy industrial area; India Basin, a heavy industrial area; Hunters Point, a residential area with a mixture of new and old single family private housing and multi-family public housing; Silverview Terrace, a single family residential area; South Basin, East and West, a light industrial area; Candlestick Cove, a diverse area that includes single family residential, public housing, some light industry, the Candlestick Park stadium, Executive Park, and a major portion of the Candlestick Point State Recreation Area.

Each of these subareas has important characteristics to conserve. Depending on the dominant land use in a given neighborhood, these characteristics include: low building scale, low income housing, low density family oriented housing, light industrial activities, major heavy commercial uses, etc., each of which is vital to the district and the City as a whole. At the same time, there are certain areas in need of a development stimulus. Certain areas are not able to realize their potential to be neighborhood serving because of limited development.

Most prominent is Third Street. This artery serves as the primary commercial strip for the surrounding residential neighborhoods, yet it is not adequately neighborhood serving because of a lack of healthy economic development. Market studies indicate that few residents from the surrounding neighborhoods regularly shop on Third Street because of a lack of variety of retail uses providing goods and services meeting essential consumer needs. Much of the commercial space is vacant or underutilized. There is an overconcentration of liquor stores, loitering, and other activities that are not compatible with the family orientation of the surrounding neighborhoods. Existing building scale is generally below the height of development that exists in most neighborhood commercial districts. To become more adequately neighborhood-serving and achieve a greater pedestrian orientation, many building could be developed up to the standard forty-foot height limit and a healthier variety of economic uses should be introduced on the street.

Commercial office growth which has been a concern in other areas of the city is not a concern in South Bayshore. There is little or no demand for office growth in the district. Such growth at appropriate building scales would in fact help to improve the quality of life in many neighborhoods. As a labor intensive economic activity, offices would also help to address employment needs in the community. Also, if located on Third Street, office workers would broaden the consumer market and thereby help to stimulate healthful neighborhood serving retail activity on the street.

Consistency with Proposition M in South Bayshore is not simply a matter of controlling growth; it is also a matter of stimulating growth. It requires a mixture of conservation and growth-oriented policies. Following is an assessment of this consistency according to individual Priority Policies.

SPECIFIC

1) Preserve Neighborhood Retail and Enhance Resident Employment and Ownership Opportunities.

Proposed Plan seeks to enhance neighborhood serving retail activity on Third Street by:

- encouraging concentration of retail activity in district nodes.
- encouraging healthier variety of neighborhood-serving retail uses.
- encouraging more pedestrian-oriented retail concentrations.
- encouraging build up of the residential consumer base by stimulating major increases in new housing growth.

2) Conserve Existing Housing, Neighborhood Character, and Cultural and Economic Diversity

Proposed Plan respects character of existing residential neighborhoods by:

- proposing no zoning changes for RH-1 and RH-2 districts.
- proposing discontinuance of non-conforming retail uses in residential areas that detract from residential character and liveability.
- proposing low density zoning standard for new housing areas off of Third Street.
- proposing medium density zoning standards for new multi-family housing on Third Street.

3) Preserve and Enhance Affordable Housing

Proposed Plan addresses special housing affordability issues in South Bayshore by:

- proposing housing affordability standards for South Bayshore to a scale that are compatible with the income levels that prevail among existing residents.
- encouraging utilization of tax increment financing and an affordable housing development program to build major increments of new affordable housing in South Bayshore.
- proposing that a significant percentage of the new private housing developed be affordable at the income levels that prevail in South Bayshore.

4) Enhance Neighborhood Traffic and Parking Conditions

Proposed Plan seeks to meet diverse transportation needs in South Bayshore by:

- restricting intrusion of truck traffic into neighborhoods areas.
- maintaining adequate traffic conditions at key intersections of the roadways.
- encouraging development of comprehensive pedestrian/bicycle circulation plan.
- encouraging utilization of church parking lots to meet parking needs of businesses along Third.
- encouraging public transit improvements to meet future growth needs of South Bayshore.

5) Maintain Diverse Economic Base; Protect Industrial and Service Sectors, and Enhance Employment and Ownership Opportunities

Proposed Plan seeks to enhance existing industrial base and employment opportunities in South Bayshore by:

- encouraging a wider variety of light industrial uses in the South Basin.
- encouraging full utilization of the Hunters Point Naval Shipyard for ship repair and related activities to address need in community for higher paying blue collar job opportunities and help salvage blue collar industries as a part of the citywide economic base.
- encouraging mechanisms to achieve greater linkage between employment needs in residential areas and employment opportunities in industrial areas.

6) Protect Against Injury and Loss of Life from Earthquakes.

This protection is provided by the building construction requirements of the Bureau of Building Inspection (BBI) of the Department of Public Works (DPW).

7) Preserve Landmarks and Historic Buildings

Proposed Plan seeks to preserve the historical character of South Bayshore by:

- encouraging utilization of the historic Opera House as the nucleus for a major retail/cultural activity center on Third Street.
- supporting designation of Bayview Farm as public open space to retain in perpetuity the last active farming area in San Francisco.

8) Protect and Enhance Parks and Open Space.

Proposed Plan seeks to enhance major parkland opportunities in South Bayshore by:

- recommending that wherever legally and physically appropriate the entire shoreline of South Bayshore be opened to public access.
- recommending improvement of Bayview Hill Park.
- recommending enhancement of Candlestick Point State Recreation Area.
- recommending fuller utilization and greater citizen participation in the planning of neighborhood recreational facilities.

SUMMARY

OVERVIEW

The South Bayshore Draft Plan for Citizen Review proposes changes in Master Plan policies, zoning controls, and other program measures for guiding the future conservation and development of South Bayshore and the Bayview Hunters Point community. The proposed plan recognizes that the district is in a state of transition. Much progress has occurred over the past twenty years since the last Area Plan for South Bayshore was prepared, yet many challenges lie ahead. The plan seeks to address these challenges.

Before looking at these challenges, it is useful to first review the progress that has occurred in South Bayshore. The India Basin redevelopment project has given a new physical face and brought healthy economic uses to a major industrial subarea of the district. The Hunters Point Hill redevelopment project has produced attractive variety of new family housing at the top of the hill which was once dominated by old temporary war housing. Establishment of the 155-acre Candlestick Point State Recreation Area along the southern edge of the district has opened the shoreline to public access and recreational activities for the first time in the district's history.

The challenges that still exist occur in the interior of the district. Third Street, the primary commercial artery running through the middle of the district, still has not fully recovered from the physical, social, and economic decline that set in during the past twenty years. The seedy character and unhealthy commercial uses on large portions of it give a misleading negative impression of the district and overshadow much of the progress that has occurred. The eastern edge of the South Basin industrial area still has an uneasy relationship with adjacent and nearby residential uses and the State Recreation Area. Alice Griffith, a major public housing project between South Basin, Candlestick Park, and the State Recreation Area, stands in need of repair and modernization.

The proposed plan sees a strong potential for dealing with the challenges posed by these areas. The primary condition underlying many of the problems facing South Bayshore is its small population size relative to its large land area. South Bayshore is twice as large in land area as many other areas of the city, yet its population is twice as small. This small population means a limited consumer base for commercial activity. More people in the district would bring healthier economic uses on Third Street. They would also help to build up the vacant and underutilized parcels around the eastern edge of South Basin and thereby enhance the development and attractiveness of the State Recreation Area.

Building up South Bayshore's population through encouraging major housing growth is a major goal of this proposal. Yet it is recognized that this goal must be sensitively applied. South Bayshore has well established residential neighborhoods with a low density character and strong family orientation. Encouragement of new housing growth must be done in a way that enhances, rather than detracts from, this character. Encouragement of new housing growth along Third Street must be done in a way that helps to eliminate, not add to, the social problems that exist on the street.

It is also crucial that existing residents from Bayview Hunters Point share in whatever future growth occurs. This was the primary concern expressed by residents at the major communitywide meeting on the South Bayshore Issues Report. Residents want assurances that they will be a part of the future. They want future growth to deal with current social, economic, and employment issues affecting the community. The proposed plan seeks to address this primary issue. Policy measures are proposed to improve the residential character and integrity of existing neighborhoods, to involve community-based entities as a major actor in development activities, to link growth in industrial areas to employment and income needs in the community, and meet numerous other concerns. Following is a summary of some of the key objectives, policies, and program measures proposed in the plan.

MAJOR PROPOSALS

Land Use

- Stimulate housing growth at strategic locations to build up the market for neighborhood serving commercial activity and achieve a clearer relationship between industrial, residential, commercial, and open space uses.
- Encourage reorganization of the land use pattern along Third Street through a carefully phased strategy that seeks to assure long run marketability and tenant stability.
- Encourage a healthier mix of commercial uses in the commercial core of Third Street.
- Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, more efficient utilization of industrial space, and more attractive building design.
- Encourage development of South Basin West as a major light industrial / heavy commercial activity center.

Transportation

- Develop established truck routes between industrial and freeway interchanges so as to direct truck traffic away from neighborhood areas.
- Develop a comprehensive network and schedule of roadway improvements to assure that South Basin maintains an adequate level of service at key intersections as the residential and workforce population of the district increases.
- Support consideration of proposals to extend light rail through South Bayshore as a way of improving linkages to other parts of the city and region and thereby offering district residents easier access to the diverse employment, housing, cultural, and recreational facilities offered by these areas.
- Develop a comprehensive pedestrian/bicycle circulation system linking all subareas of South Bayshore.

Housing

- Preserve and enhance the low density character of existing residential neighborhoods.
- Conserve the existing supply of lower income housing subsidized through Section 8 and other sources and enhance the existing supply of public housing.
- Assure that a significant proportion of the new private housing constructed in South Bayshore is affordable to existing residents.

Commercial

- The commercial blocks on Third Street between McKinnon and Revere Avenues should serve as the center for new commercial growth.
- Investigate long range feasibility of attracting office growth on Third to diversify and strengthen market for retail activity.
- Assure that all residents of South Bayshore are within walking distance of essential retail services.

Industrial

- Promote full utilization of Hunters Point Naval Shipyard as a major maritime industrial facility to provide higher paying union jobs for South Bayshore and San Francisco workers, stimulate the city's ship-repair industries, and provide spin-off benefits to subsidiary local businesses.
- Encourage major employers to meet and work out agreements with representatives of appropriate local community organizations from Bayview Hunters Point to increase local employment opportunities in nearby industrial areas.
- Strengthen community job-training and educational efforts to assure wider access to employment and business opportunities in nearby industrial areas.

Urban Design

- Give fuller articulation to the positive characteristics of South Bayshore as an urban district.
- Bring out the unique character of each subarea of South Bay area and unify them visually into a coherent whole.
- Develop major urban design treatments for Third Street around the Opera House as part of an overall effort for physical, social, and economic revitalization.

Recreation and Open Space

- Make better use of existing recreation facilities.
- Renovate and renew park and recreation facilities.

Community Facilities and Services

- Give top priority to elderly and child care needs.
- Make wider use of indigenous community institutions, especially churches, to mobilize voluntary efforts for community pride and revitalization.

Public Health and Safety

- Maintain existing police and fire facilities.
- Achieve closer coordination between community health, social, and educational programs in relation to drug abuse and teenage pregnancy problems.

Energy Conservation

- Establish South Bayshore as a model for applying energy conservation technologies to an already built-up community.
- Use energy conservation to promote community economic development and strengthen community participation.

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